

1994 COUNCIL BLUFFS COMPREHENSIVE PLAN

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Council Bluffs Comprehensive Plan



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Council Bluffs Comprehensive Plan

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RESOLUTION NO. 94-203

A RESOLUTION ADOPTING AND APPROVING THE 1994 COMPREHENSIVE PLAN OF THE CITY OF COUNCIL BLUFFS, IOWA.

WHEREAS, the City has been acting in accordance with a Comprehensive Land Use Plan established in 1977 and a Comprehensive General Plan established in 1984; and

WHEREAS, the importance of a city adopting and utilizing a Comprehensive Plan is borne out by State regulations such as Section 414.3 of the Code of Iowa dealing with "Municipal Zoning", which requires that zoning regulations be made in accordance with a comprehensive plan, and such as Section 354.1 of the Code of Iowa dealing with "Subdivisions", which requires a city to examine subdivision plats with a view to ascertaining whether the same interferes with the carrying out of a city's comprehensive plan; and

WHEREAS, on January 8, 1990, City Council adopted and approved Ordinance Number 4929 which amended Chapter 15.05 of the Municipal Zoning Ordinance and directed the Mayor to cause the preparation of an updated comprehensive plan; and

WHEREAS, on June 22, 1992, City Council adopted and approved Resolution Number 92-152 authorizing the planning consultant firm of Hanna:Keelan Associates to prepare a new Comprehensive Plan for the City of Council Bluffs, and

WHEREAS, the City Planning Commission, planning consultant, and city staff have undertaken a citizen based process since the fall of 1992 in preparing a new comprehensive plan; and

WHEREAS, this process has included a community survey, the formation of a comprehensive plan steering committee and community congress, conducting numerous public hearings at various locations in the community, and numerous City Planning Commission hearings; and

WHEREAS, the City Planning Commission has been studying the 1994 Council Bluffs Comprehensive Plan since December of 1993, and after their final meeting thereon on April 12, 1994, the Planning Commission recommended that the Comprehensive Plan should be approved as presented to the City Council; and

WHEREAS, the City Council has studied and considered the 1994 Comprehensive Plan submitted herewith, and deems the approval of said Comprehensive Plan to be in the best interests of the City of Council Bluffs, Iowa.

NOW, THEREFORE, BE IT RESOLVED

BY THE CITY COUNCIL

OF THE

CITY OF COUNCIL BLUFFS, IOWA:

That the proposed 1994 Council Bluffs Comprehensive Plan submitted herewith, which includes the planning process, planning goals and policies, social and economic characteristics, land use and development, housing, community development, infrastructure and facilities, economic development, and plan maintenance and implementation, should be and the same is hereby adopted and approved as the Comprehensive Plan for the City of Council Bluffs Iowa.

BE IT FURTHER RESOLVED:

That the 1994 Council Bluffs Comprehensive Plan hereby replaces the 1977 Comprehensive Plan Use Plan and the 1984 Council Bluffs Comprehensive General Plan.

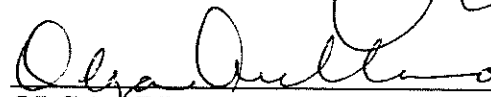
ADOPTED

AND

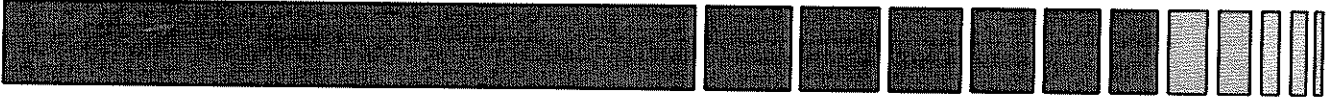
APPROVED August 22, 1994


THOMAS P. HANAFAN MAYOR

ATTEST:


OLGA ARELLANO CITY CLERK

The Planning Process



CHAPTER 1

THE PLANNING PROCESS

THE COMPREHENSIVE PLAN

This **Council Bluffs Comprehensive Plan** is designed to serve as a replacement to the existing comprehensive plans, adopted in 1977 and 1984. The existing and projected conditions in Council Bluffs were examined and compared with those contained in these plans. Based on these examinations and comparisons, this plan contains information about existing conditions within the City, including population, land use, housing, public infrastructure and facilities and presents projections in an attempt to examine the effect of current economic growth in the community.

This planning process included the development of a general plan which establishes specific and practical guidelines for improving existing conditions and controlling future growth. The plan itself presents a planning program designed to identify and develop actions and policies in the **areas of land use, housing, community development, public infrastructure and facilities, and economic development.** The plan contains proposals and recommendations which need to be implemented in order for the plan to be of value to the City and its residents.

The **comprehensive plan** was prepared under the direction of the Council Bluffs Planning Commission, with the assistance and participation of a Planning Steering Committee, City Council, Community Development Department, Hanna:Keelan Associates, P.C. and The Schemmer Associates, Inc.

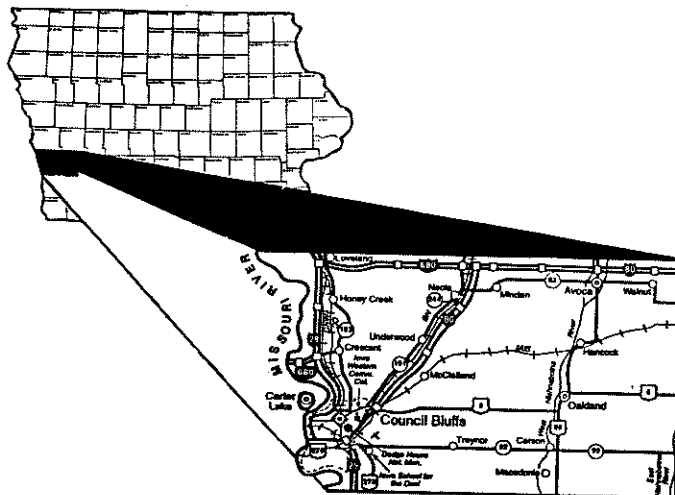
PLANNING PERIOD

The planning time period for achieving the goals, programs and development activities identified in this Council Bluffs Comprehensive Plan is 10 years, beginning in 1994.

PLANNING JURISDICTION

The planning jurisdiction of the City of Council Bluffs includes the Council Bluffs corporate limits and the area within two miles of the corporate limits. The City currently enforces subdivision regulations within this two mile limit.

AREA LOCATION MAP
COUNCIL BLUFFS, IOWA



COMPREHENSIVE PLANNING IN COUNCIL BLUFFS--1950 TO PRESENT

The City of Council Bluffs has been an active participant in community based comprehensive planning activities. These efforts have addressed a variety of topics and issues in Council Bluffs during the last 40 years. **A list of previous comprehensive and community plans include the following:**

- A City Plan for Council Bluffs, Iowa; 1950
- Comprehensive Land Use Plan, Council Bluffs, Iowa; 1977
- Council Bluffs Comprehensive General Plan, 1984
- A Vision of Community, The Strategic Plan for Council Bluffs, 1992

AUTHORITY TO PLAN

The Council Bluffs Comprehensive Plan was prepared under the authority of Chapters 354 and 414 of the Iowa Code. These statutes allow municipalities to carry on planning activities as a guideline for subdivision, zoning, and other regulations. The power to regulate the use of land is delegated from the State of Iowa to the local governing body in many ways which can be summarized as "police power." Cities are granted this fairly broad power to promote the health, safety, morals or the general welfare of the community. This police power of the governing body is the basis for enforcing zoning. In fact, the Code of Iowa (Section 414.3) states that a zoning ordinance shall be made in accordance with a comprehensive plan.

RESPONSIBLE GROWTH AND DEVELOPMENT

The Council Bluffs Comprehensive Plan process promotes responsible growth. This includes a firm understanding of the growth potential within the existing built environs of Council Bluffs as well as the support for preserving the agricultural and associated natural resources within and adjacent to the City of Council Bluffs. Undeveloped areas within the City's two-mile planning jurisdiction should eventually be given a land use and zoning classification capable of

preserving the integrity of these areas, while providing controlled, well planned growth potential.

To the greatest extent possible, areas of **residential** and **commercial** development should complement one another. The economic potential of the central business district (CBD) should be realized and maintained. The CBD should strive to serve as the central most appropriate location for commerce and professional services for the people of the Council Bluffs market area. The Mall of the Bluffs and Lake Manawa Centre commercial areas represent the primary **regional commercial centers** for the Council Bluffs market area during the planning period.

The redevelopment of existing neighborhood areas within Council Bluffs as well as the continuing planned development of newer residential areas should be given priority during the planning period. Commercial and residential development should exist harmoniously adjacent one another, through the use of **effective zoning regulatory process** and sound planning principals. Both future commercial and residential growth should be pursued emphasizing long-term, shared benefits and not the immediacy of speculative development.

The West Broadway, I-80/Hwy 6, I-80/South 24th Street and the North 16th Street areas have the greatest potential for highway commercial business types. **Neighborhood service centers** should be preserved and allowed to grow, if growth is deemed necessary for the good of the neighborhood areas the centers serve.

A program for future industrial development in Council Bluffs is well in place. The City has established a plan providing ample land area for industrial development within the central, west central and southern portions of the community. An upgrade of the existing public facilities would enhance both future industrial and commercial development opportunities.

Responsible growth and development activities will include the ongoing planning and implementation of needed public facilities in Council Bluffs. The community is cognizant of its social and recreational needs, but will need to constantly press for the upgrade and development of modern, accessible public facilities and infrastructure. A **local policy and management plan** capable of serving the facility/infrastructure needs of the entire City and adjacent areas will need to be created. Public facilities and infrastructure having the ability to

address county and regional-wide needs will be considered, both to meet the needs of Council Bluffs as a regional center and to permit cost effective installation and maintenance of these facilities.

THE PLAN AS AN ECONOMIC DEVELOPMENT TOOL

The Council Bluffs **Comprehensive Plan** has been designed to **enhance economic development** which will bring stability within the community and the local economy. To accomplish this, community leaders will need to react to changing economic conditions and access programs available to meet these changes. Local decisions will need to enhance economic opportunities as well as preserve local values. Citizen input will be needed to assist and enhance this political decision making process.

ORGANIZATION OF THE PLAN

The process used to develop the Council Bluffs **Comprehensive Plan** used a **qualitative and quantitative approach**. The **qualitative approach** included a comprehensive citizen participation process consisting of the organization of a Planning Steering Committee and Community Congress; interviews and presentations to local "key" leadership and special interest groups; neighborhood quadrant meetings; and a community-wide opinion survey. In all, an estimated 1,000 to 1,100 local citizens gave their input into the Council Bluffs Comprehensive Plan process.

The **quantitative approach** included the analysis of the various components of the comprehensive plan utilizing numerous statistical data bases provided by the U.S. Census and other pertinent local, state and federal agencies involved with Council Bluffs. This quantitative approach included numerous field research activities to determine the present condition and profiles of local land use, housing, public infrastructure and facilities and environmental issues. **Combining the results of these two important approaches produced a comprehensive plan.**

This comprehensive plan includes the following nine elements.

- *INTRODUCTION
- *GOALS AND POLICIES
- *SOCIAL AND ECONOMIC CHARACTERISTICS
- *LAND USE AND DEVELOPMENT
- *HOUSING
- *COMMUNITY DEVELOPMENT
- *INFRASTRUCTURE AND FACILITIES
- *ECONOMIC DEVELOPMENT
- *PLAN MAINTENANCE AND IMPLEMENTATION

The system embodied in this framework is a process which relies upon continuous feedback as goals changed and policies become more clearly defined. Planning is an ongoing process that requires constant monitoring and revision throughout the proposed planning period.

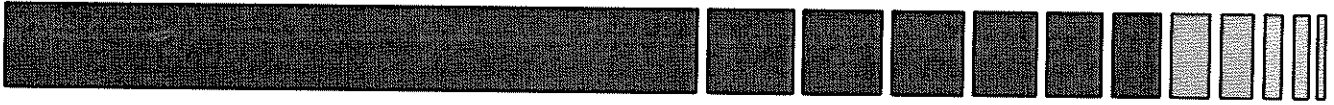
This comprehensive plan document is organized in three main sections. The **first** section of the comprehensive plan are the **goals and policies**. The goals and policies and action strategies of the plan represent the foundation for which planning components are designed and eventually implemented. The goals and policies identified in the Council Bluffs Comprehensive Plan address each component of the plan itself.

The **second** section is the **background analysis** which presents the research, both quantitative and qualitative in nature, necessary for the development of the plan's goals, policies and action strategies. This research included the investigation of demographic, economic, land use, housing, transportation and public facility and utility data for the City of Council Bluffs. The careful research of past and present data allowed for the projection of future population and development needs.

The **third** section of the comprehensive plan is the **planning components** which presents general background analysis and future plans for land use, housing, community development, public infrastructure and facilities, and economic development. Also included in this section are the **action strategies** and actual program development concepts to assist in the implementation of the planning components.

A further summary of the citizen participation process is contained in Appendix A of this plan.

Planning Goals & Policies



CHAPTER 2 PLANNING GOALS AND POLICIES

INTRODUCTION

A **comprehensive plan** is an essential tool to properly guide the development of a community. An important aspect of this planning process is the development of appropriate and specific **planning goals, policies and action strategies** to provide local planners direction in the administration and overall implementation of the comprehensive plan. In essence, the goals and policies are the most fundamental elements of the plan; the premises upon which all other elements of the plan must relate.

Goals are broad statements, identifying the state or condition the citizenry wishes the primary components of the planning area to be or evolve into within a given length of time. Primary components include **land use, housing, infrastructure and facilities, community development, economic development and plan maintenance implementation**. Goals are long-term in nature and, in the case of those identified for this comprehensive plan, will be active throughout the planning period.

Policies help to further define the meaning of goals. Policies, or often referred to as objectives, are sub-parts of a goal and are accomplished in a much shorter time space.

Action strategies represent very specific activities to accomplish a particular goal. In many cases, specific time lines are attached to action strategies. Action strategies are the most measurable component of a comprehensive plan. The action strategies are listed in each respective section.

The specific goals, policies and action strategies of this comprehensive plan are included with the discussion of each respective plan component. The goals, policies and action strategies identified in this plan have been reviewed, discussed and modified on many occasions to result in a consensus of understanding and vision for the future of Council Bluffs by all groups and individuals involved in the Council Bluffs Comprehensive Plan process.

GOALS AND POLICIES

The first step in developing goals, policies and action strategies for this plan was the creation of **general community goals**. These general community goals were developed by the Planning Steering Committee in an effort to "highlight" **two important elements** of this comprehensive planning process, as determined via the formation of "key" issues and the results of the community-wide opinion survey. These two elements included **population and community image**.

The following represents the general community goals associated with **population and community image**.

POPULATION

- * Stabilize and then increase the population of the Council Bluffs area by an estimated **one percent** increase annually for the next 10 years.
- * Encourage a balanced population growth consisting of persons and households of varied social and economic status.

COMMUNITY IMAGE

- * The future image of Council Bluffs will be the product of its own residents' understanding of past community successes and failures, their willingness to accept changes in the population and economic structure of the community and their willingness to be a part of the ongoing planning and implementation process.
- * Increase community self esteem by fostering opportunities for involvement of all residents of Council Bluffs to maintain and improve the economic and social quality of life of the community.
- * Foster and market the values of the community and encourage the development of organized local action to preserve and strengthen the image of Council Bluffs.

- * Maintain and strengthen County/City relationships to produce planning practices supportive of proper land usage, economic growth, housing, public facilities and services, and transportation.

1. Land Use Goals and Policies

Goal 1 - Provide opportunities for development in an orderly, efficient and environmentally sound manner.

Policies:

- 1.1 Ensure that all areas for future development are equipped with adequate infrastructure and public facilities.
- 1.2 Encourage industrial development which is served by adequate public services, compatible with adjacent land uses, and sensitive to environmental concerns.
- 1.3 Promote the conservation of Loess Hills.
- 1.4 Avoid contamination due to solid and hazardous waste and clean up existing contamination.

Goal 2 - Establish and maintain land use development patterns and densities in Council Bluffs that conform to the desires and needs of the residents and emphasize improved quality of development and livability for the residents of the community.

Policies:

- 2.1 Provide housing opportunities for all income levels.
- 2.2 Foster development in areas that are already adequately served by infrastructure.
- 2.3 Allow the development and encourage the redevelopment of small neighborhood service centers.
- 2.4 Ensure that adequate open and recreational space is maintained.

- 2.5 Identify areas to be developed for public parks and recreational uses.
- 2.6 Encourage the rehabilitation of existing parks.

Goal 3 - Encourage compatible adjacent land uses through regulations suited to the unique characteristics and location of each use.

Policies:

- 3.1 Establish a review process of zoning districts to encourage development and redevelopment.
- 3.2 Facilitate the flexible and orderly development of mixed residential uses that are environmentally sound with regard to topography.
- 3.3 Encourage commercial development along highway corridors.
- 3.4 Assure that the supply of industrial land is consistent with the City's capacity and needs.
- 3.5 Identify and utilize resources to capitalize on the Missouri Riverfront for open space and recreational use.

Goal 4 - Work cooperatively with federal, state, and county governments to develop compatible flood control measures.

Policies:

- 4.1 Require all development to be consistent with flood plain requirements.
- 4.2 Review and identify measures which limit or reduce flood hazards.

Goal 5 - Provide opportunities and incentives for development that will encourage economic stability and which will result in the overall increase in the tax base.

Policies:

- 5.1 Identify and prioritize areas and processes for development, based on need, market potential, and infrastructure capabilities.
- 5.2 Create and strengthen nonprofit organizations to facilitate development.
- 5.3 Encourage the full development of the Mall of the Bluffs and Lake Manawa Center as regional commercial centers.
- 5.4 Identify potential development areas and protect agricultural land in the two-mile jurisdiction.

Goal 6 - Develop appropriate regulations to balance the need for development with environmental concerns for the Loess Hills and the Missouri River Environs.

Policies:

- 6.1 Develop subdivision procedures to accommodate areas that have not been developed due to technical and topographical limitations.
- 6.2 Implement appropriate regulations or procedures to preserve highly visible areas of Loess Hills.

Goal 7 - Attempt to achieve a more compact distribution of residential, commercial, and industrial land uses within existing City limits which are already served or easily served by existing public utilities and services.

Policies:

- 7.1 Promote development within existing City limits and in those areas adjacent to the City limits where development could be fully serviced by public utilities and services and incorporated into the City.
- 7.2 Promote sound subdivision development through minimum

standards for subdivision design and construction.

- 7.3 Encourage appropriate voluntary and involuntary annexation.

Goal 8 - The City and Counties should jointly plan for appropriate development within the city's two-mile limit.

Policy:

- 8.1 Limit the premature platting of lots beyond the effective operating range of public utilities to those areas identified by joint City/County planning processes.

2. Housing Goals and Policies

Goal 1 - Maintain the current population and attract new residents to Council Bluffs by providing access to a variety of safe, decent and affordable housing types.

Policies:

- 1.1 Improve on existing and develop new organizational relationships to create affordable housing.
- 1.2 Identify and change legal and institutional regulations and policies which impede or prevent the development of affordable housing.
- 1.3 Develop affordable housing programs.
- 1.4 Promote additional housing to attract current commuter populations.
- 1.5 Promote and encourage the development of housing with a variety of styles, prices, densities, qualities, and locations of housing in Council Bluffs.

Goal 2 - Protect and preserve existing rental and owner occupied residential areas and housing units.

Policies:

- 2.1 Maintain and expand housing rehabilitation programs.

- 2.2 Target and secure funding sources for the expansion of new housing programs.
- 2.3 Encourage adaptive reuse of downtown buildings for residential development.
- 2.4 Strengthen existing housing code requirements and activities.

Goal 3 - Encourage future residential development which is compatible and complements existing neighborhood areas.

Policy:

- 3.1 Increase education and community awareness to the public and the media on the need for housing development.

Goal 4 - Encourage rehabilitation and new construction of housing for persons having special needs.

- 4.1 Provide an adequate supply of affordable housing in Council Bluffs for persons with disabilities.
- 4.2 Encourage the development of transitional housing, with supportive services.
- 4.3 Foster the development of intermediate housing and associated services for special consumer groups.

3. Community Development Goals and Policies

Goal 1 - Coordinate economic development efforts with community development and revitalization activities which benefit and are accessible to all residents of Council Bluffs.

Policies:

- 1.1 Encourage community development activities which create permanent or temporary employment opportunities.
- 1.2 Annually review target neighborhoods and reassess according to economic need.

- 1.3 Pursue historic preservation in an effort to address blight and to preserve structures of historical significance to the community.

Goal 2 - Housing and public facilities improvements coupled with economic development opportunities should be the foundation of community development programming and implementation in Council Bluffs.

Policies:

- 2.1 Focus community development activities to address neighborhood residential and commercial needs.
- 2.2 Identify specific subtarget areas to receive concentrated redevelopment assistance.

Goal 3 - The planning, programming and implementation of community development activities in Council Bluffs should be determined by utilizing a process of qualitative and quantitative analysis which includes public and private groups and individuals residing in neighborhood areas of greatest need.

Policies:

- 3.1 Actively participate in the creation and training of neighborhood organizations.
- 3.2 Encourage nonprofit organizations to participate in community development programs.

Goal 4 - Actively pursue funding sources available from local, state and federal agencies to assist in financing community and economic development activities.

Policies:

- 4.1 Financially support the human resources necessary for community and economic development activities.
- 4.2 Place priority on programs which leverage private financing.

4. Infrastructure and Facilities Goals and Policies

Goal 1 - Plan, program and implement the most effective, safe and cost efficient infrastructure and public facilities systems possible for the community.

Policies:

- 1.1 Annually prepare and adopt a five-year capital improvement program which is consistent with the goals and policies of this plan.
- 1.2 Recognize the need for, and improve on intergovernmental and regional cooperation in order to reduce duplication of effort and avoid public inconvenience.
- 1.3 Maintain design standards and policies for public infrastructure improvements.

Goal 2 - Provide a transportation system throughout the City of Council Bluffs for the safe and efficient movement of people, goods and services.

Policies:

- 2.1 Coordinate transportation planning and improvements with the planning and development of other elements of the community, including other transportation modes, public utilities, community facilities, and commercial and industrial areas.
- 2.2 Develop streets in accordance with a functional classification system.
- 2.3 Develop adequate airport facilities.

Goal 3 - Provide adequate, efficient and appropriate public utilities and services to existing and future residential, commercial and industrial areas.

Policies:

- 3.1 Provide facilities and services necessary to prevent degradation of the environment, including sewage treatment, refuse collection and disposal, street cleaning and similar environmental control processes.

- 3.2 Maintain and improve existing public facilities and services and develop new facilities and services based upon need.

Goal 4 - Provide for the equitable distribution of community facilities to meet the cultural, educational, social, recreational, public safety and health needs of the community.

Policies:

- 4.1 Provide sufficient resources to examine, maintain and develop appropriate recreational, cultural and leisure activities.
- 4.2 Provide adequate public health, safety and crime prevention systems in Council Bluffs.
- 4.3 Promote a social and cultural environment that provides an opportunity for all residents to experience, develop and share their values, abilities, ambitions, and heritage.
- 4.4 Foster a public and private educational delivery system capable of raising the City's overall educational level.

5. Economic Development Goals and Policies

Goal 1 - To maximize economic opportunity for all residents by fostering increased employment and investment to achieve balanced population and revenue growth.

Policies:

- 1.1 Ensure that all economic development activities be consistent with the comprehensive plan.
- 1.2 Target new businesses and industries capable of producing higher income for its residents.
- 1.3 Promote cooperative economic development activities with neighboring communities.
- 1.4 Promote the development of comprehensive retail base to capture a larger volume of sales in Council Bluffs and Southwest Iowa.

- 1.5 Utilize both existing and develop new organizations for technical and financial assistance in support of economic development.
- 1.6 Utilize local, state and federal funding sources to strengthen existing and assist in the creation of new business/industry.

Goal 2 - Promote a comprehensive redevelopment effort for Downtown Council Bluffs.

Policies:

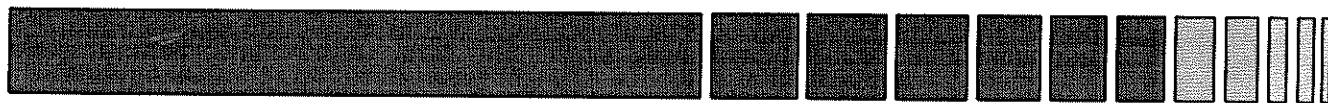
- 2.1 Actively promote and pursue redevelopment and preservation activities in the downtown area.
 - 2.2 Establish a downtown development corporation to act as a catalyst for development.
- 6. Plan Maintenance & Implementation Goals and Policies**

Goal 1 - Maintain and utilize the comprehensive plan as the primary tool for making community decisions regarding the physical development of the City and its respective planning jurisdiction.

Policy:

- 1.1 Establish a review process for the comprehensive plan and associated regulations.

Social & Economic Characteristics



CHAPTER 3 SOCIAL AND ECONOMIC CHARACTERISTICS

INTRODUCTION

An analysis of population trends in Council Bluffs and the its planning jurisdiction serves as a valuable indicator of the future development needs and patterns for the community and provides a basis for realistic population projections. The quantity, location and density of demographic features play an important role in shaping the details of various development plans to meet the needs of the community.

The population trends and projections for the years 1980 through 2004 were studied and forecasted, utilizing a process of both trend analysis and popular consent. The Council Bluffs Planning Steering Committee established a population goal for the City of **one percent growth annually**. To meet this goal, the City of Council Bluffs would need to aggressively pursue the annexation of both developed and potentially developable land areas adjacent to the present corporate limits of the community. This population goal would also require the creation of additional jobs and housing stock for the City.

GENERAL POPULATION TRENDS AND PROJECTIONS

The analysis and projection of population are at the base of almost all planning decisions. This process assists in understanding important changes which have and will occur throughout the community's planning period.

Further, estimating population size is critical and is extremely complex. Because projections are based on various assumptions about the future, projections must be carefully analyzed and continually re-evaluated due to a community's dynamic economic and social structure.

Table 3.1 identifies population trends and projections for the City of Council Bluffs and Pottawattamie County from 1970 through 2004. It is estimated, the current population of both the City and Pottawattamie County have recently increased slightly to the current estimated populations of **54,850** and **83,100** respectively.

**TABLE 3.1
POPULATION TRENDS AND PROJECTIONS
CITY AND OF COUNCIL BLUFFS
AND POTTAWATTAMIE COUNTY**

City of Council Bluffs:	Year	Population	Total		Annual	
			Change	Percent	Change	Percent
	1970	60,348	--	--	--	--
	1980	56,449	-3,899	-6.5%	-390	-0.6%
	1990	54,315	-2,134	-3.8%	-213	-0.4%
	1994	54,850	+535	-0.9%	+134	+0.25%
	2004	60,600	+5,750	+10.4%	+75	+1.0%
Pottawattamie County:	1970	86,991	--	--	--	--
	1980	86,561	-430	-0.5%	-43	-0.05%
	1990	82,628	-3,933	-4.8%	-393	-0.5%
	1994	83,100	+472	+0.5%	+47	+0.125%
	2004	85,400	+2,300	+2.7%	+230	+0.27%

Source: Census of Population 1970, 1980, STF-1A 1990
Hanna:Keelan Associates, P.C., 1994

A research process utilizing general trend analysis would produce an estimated population of 56,200, for Council Bluffs by 2004. This slight gain in population would equal an estimated increase of 2.4 percent for the ten year period 1994 to 2004.

General trend analysis would also produce a small gain in population for Pottawattamie County. By 2004, the County would have an estimated population of 84,300, equalling an increase of 1,200 persons or 1.4 percent from 1994.

Utilizing the **one percent annual growth goal**, the City of Council Bluffs would experience an increase of 5,750 persons during the period 1994 and 2004, to a **total population base of 60,600**. Pottawattamie County would also increase in population; an estimated 2.7 percent, or 2,300 persons, by 2004, to **85,400 persons**.

1. Population Characteristics

For planning purposes, the various cohorts of population are important indicators of the special needs of a community. The cohorts of age, sex and family structure can assist in determining potential labor force and the need for housing, public facilities and other important local services. An analysis of age characteristics can be used to identify the potential need for public school, recreational areas and short- and long-term health care facilities.

The age distribution for the City of Council Bluffs is identified in **Table 3.2**. The last three censuses reported the age cohorts below the age of 60 declining, while the 60-years and older groups increased in population. Utilizing an annual growth of one percent, these trends are expected to reverse. For example, by 2004, the age cohort 5-17 years and 25-44 will increase 17 and 11 percent respectively. **Median age would decrease slightly in Council Bluffs during the next 10 years to 33.4 years of age by 2004.**

2. Senior Population

The Council Bluffs population cohorts 60 years and over are expected to experience the same trend of moderate increases throughout the planning period (1994-2004), as experienced in the 1970's and 1980's. The age cohorts above 75 years of age are estimated to increase at a rate greater than 10 percent by 2004. **Table 3.3** depicts the population for age groups above 60 years. **Between 1994 and 2004, the senior population is expected to increase 5.3 percent.**

By 2004, an estimated 11,800 residents of Council Bluffs will be 60+ years of age. This is an estimated increase of 25 percent since 1980. This increase will challenge the community of Council Bluffs to provide needed housing and services for older adults.

**TABLE 3.2
POPULATION AGE DISTRIBUTION
COUNCIL BLUFFS**

Age Group	1970	1980	1990	1994	2004	% Change 1994-2004
Under 5 Years	5,530	4,547	4,372	4,190	4,340	+3.5%
5-17	16,847	12,051	10,276	9,400	11,000	+17.0%
18-24	6,471	7,644	5,312	4,575	4,950	+8.2%
25-44	13,900	13,969	16,665	18,700	20,760	+11.0%
45-59	8,869	8,805	7,604	6,775	7,750	+14.4%
60-74	6,180	6,411	6,843	7,420	7,530	+1.4%
<u>75+ Years</u>	<u>2,551</u>	<u>2,992</u>	<u>3,243</u>	<u>3,790</u>	<u>4,270</u>	<u>+12.6%</u>
Total	60,348	56,419	54,315	54,850	60,600	+10.4%
Median Age	26.7	29.1	32.5	33.7	33.4	-0.8%

Source: Census of Population, 1970, 1980, STF 1A, 1990
Hanna:Keelan Associates, P.C., 1994

**TABLE 3.3
SENIOR AGE DISTRIBUTION
TRENDS AND PROJECTIONS
COUNCIL BLUFFS**

Age Group	1980	1990	1994	2004	% Change 1994-2004
60 to 64 Years	2,481	2,656	2,915	2,950	+1.2%
65 to 74 Years	3,930	4,187	4,500	4,575	+1.6%
75 to 84 Years	2,286	2,408	2,815	3,150	+11.9%
<u>85 and Over</u>	<u>706</u>	<u>835</u>	<u>980</u>	<u>1,125</u>	<u>+14.7%</u>
Total	9,403	10,086	11,210	11,800	+5.3%

Source: Census of Population, STF-1A 1980, 1990
Hanna:Keelan Associates, P.C., 1994

3. Births and Deaths

Population changes result from changes in migration and natural growth patterns. Table 3.4 identifies the births and deaths for Pottawattamie County from 1980 to 1993. There was an average natural growth increase of 566 persons per year over the 14 years period. However, the natural growth increase in the last two years is estimated at only 468 persons per year. These figures indicate significant outmigration.

**TABLE 3.4
BIRTHS^ AND DEATHS
TRENDS AND PROJECTIONS
POTTAWATTAMIE COUNTY**

<u>Year</u>	<u>Births</u>	<u>Deaths</u>	<u>Net Change</u>
1980	1,468	786	682
1981	1,469	771	698
1982	1,411	752	659
1983	1,426	772	654
1984	1,379	800	579
1985	1,334	802	532
1986	1,328	747	581
1987	1,252	819	433
1988	1,295	829	466
1989	1,281	731	550
1990	1,361	746	615
<u>1991</u>	<u>1,299</u>	<u>754</u>	<u>545</u>
Subtotal	16,303	9,309	+6,994
Annual Avg	1,359	776	+583

Estimates

1992	1,250	765	485
<u>1993</u>	<u>1,225</u>	<u>775</u>	<u>450</u>
Subtotal	2,475	1,540	+935
Annual Avg (1992-93)	<u>1,238</u>	<u>770</u>	<u>+468</u>
Total	18,778	10,849	+7,929

Annual Avg (1992-93) +566

^By usual residence of mother

Source: Iowa Department of Health, Division of Health Data Systems, 1992
Hanna:Keelan Associates, P.C., 1994

INCOME TRENDS AND PROJECTIONS

Table 3.5 identifies households in Council Bluffs, for 1990, by income group. It identifies the income groups of owner and renter households as a percentage of the total. Renter households with an income of less than \$20,000 comprised 59.1 percent of the total renters, while 28.1 percent of the owners had an income of less than \$20,000.

**TABLE 3.5
OWNER AND RENTER
HOUSEHOLDS BY INCOME GROUP
COUNCIL BLUFFS
1990**

	<u>Owner Households</u>		<u>Renter Households</u>	
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>
Under \$10,000	1,373	10.9%	2,132	29.9%
\$10,000 to \$19,999	2,172	17.2%	2,082	29.2%
\$20,000 to \$34,999	4,259	33.8%	1,999	28.0%
\$35,000 to \$49,999	2,683	21.3%	703	9.9%
<u>\$50,000 and Over</u>	<u>2,112</u>	<u>16.8%</u>	<u>213</u>	<u>3.0%</u>
Total (specified)	12,599	100.0%	7,129	100.0%

Source: Census of Population, STF-3A 1990
Hanna:Keelan Associates, P.C., 1994

Owner households in Council Bluffs had annual incomes an estimated 80 percent higher than that of renter households, in 1990.

TABLE 3.6
HOUSEHOLD INCOME
TRENDS AND PROJECTIONS
COUNCIL BLUFFS

<u>Income Group</u>	<u>1980</u>	<u>1990</u>	<u>1994</u>	<u>2004</u>	<u>% of Change</u> <u>1994-2004</u>
Under \$10,000	6,402	3,658	3,025	1,600	-47.1%
\$10,000-\$14,999	3,369	2,114	1,625	1,200	-26.1%
\$15,000-\$24,999	7,841	4,775	4,000	2,700	-32.5%
\$25,000-\$34,999	3,269	4,453	5,275	6,900	+30.8%
\$35,000-\$49,999	1,290	3,571	4,350	6,230	+43.2%
<u>\$50,000 and Over</u>	<u>465</u>	<u>2,537</u>	<u>3,050</u>	<u>5,570</u>	<u>+82.6%</u>
Total (Specified)	22,636	21,108	21,325	24,200	+18.9%
Median Income	\$15,947	\$21,108	\$25,000	\$34,500	+38.0%

Source: Census of Population, STF-3A, 1980 and 1990
Hanna:Keelan Associates, P.C., 1994

1. Household Income

Table 3.6 identifies household income trends and projections for Council Bluffs. Based on forecasted incomes, there is a general trend to decrease the number of households below \$25,000 and to increase those with incomes above \$25,000, during the planning period. **This will increase the estimated median income to \$34,500 per household, or 38 percent from 1994 to 2004.** Despite this increase in annual incomes during the next 10 years, by 2004, an estimated 17 to 20 percent of the Council Bluffs households will have an annual incomes equal to, or below poverty level.

2. Owner/Renter Incomes

Owner and renter costs as a percentage of 1990 household income for Council Bluffs is presented in Table 3.7. Housing costs should not typically be paid in excess of 30 percent for rent or mortgage payment, plus utilities, taxes, and insurance. In 1990, 22.9 percent of all households in Council Bluffs paid more than 30 percent of their income for housing. **A total of 2,582 renter households or 37.4 percent, exceeded the 30 percent limit in 1990.**

TABLE 3.7
OWNER HOUSING COSTS AND/OR RENT
AS A PERCENTAGE OF HOUSEHOLD INCOME
COUNCIL BLUFFS

<u>Income</u> <u>Categories</u>	<u>1990</u>		
	<u>Owner</u> <u>Households</u>	<u>Renter</u> <u>Households</u>	<u>All</u> <u>Households</u>
Less than \$10,000			
Less than 30 percent	524	492	1,016
30 percent or more	823	1,555	2,378
\$10,000 to \$19,999			
Less than 30 percent	1,579	1,050	2,629
30 percent or more	593	953	1,546
\$20,000 to \$34,999			
Less than 30 percent	3,854	1,889	5,743
30 percent or more	405	74	479
\$35,000 to \$49,999			
Less than 30 percent	2,637	694	3,331
30 percent or more	46	0	46
\$50,000 or more			
Less than 30 percent	2,092	202	2,294
<u>30 percent or more</u>	<u>20</u>	<u>0</u>	<u>20</u>
Total (Specified)	12,573	6,909	19,482
All Incomes			
Less than 30 percent	10,686	4,327	15,013
<u>30 percent or more</u>	<u>1,887</u>	<u>2,582</u>	<u>4,469</u>
Total	12,573	6,909	19,482

Source: Census of Population, STF-3A 1990
Hanna:Keelan Associates, P.C., 1994

3. Social Security Recipients

Table 3.8 identifies the number of persons receiving Social Security (SSI) and/or Supplemental Social Security Income (SSSI) in Pottawattamie County, in 1990. A total of 13,675 persons received SSI in 1990. Of this total, 62.5 percent were retired workers, while 27 percent were under 65 years of age. The total estimated households receiving social security income equalled an estimated **27 percent of the County households.**

**TABLE 3.8
PERSONS RECEIVING 1990
SOCIAL SECURITY INCOME
POTTAWATTAMIE COUNTY**

<u>Social Security Income</u>	<u>Number of Beneficiaries</u>
<u>Retirement Benefits</u>	
Wives and Husbands	1,020
Retired Workers	8,555
Children	115
<u>Survivor Benefits</u>	
Widows and Widowers	1,760
Children	585
<u>Disability Benefits</u>	
Disabled Workers	1,180
Wives and Husbands	90
Children	370
Total (Dec. 1990)	13,675
<u>Aged 65 or Older</u>	
Men	3,790
Women	6,170
Total	9,960
<u>Supplemental Security Income</u>	<u>Number of Beneficiaries</u>
Aged (65+)	136
Blind or Disabled	724
Children	160
Total	1,020

Source: Department of Health and Human Services, Social Security Administration, 1988, 1990
Hanna:Keelan Associates, P.C., 1994

A total of 1,020 people received Supplemental Social Security Income in 1990. This equalled about 3 percent of the total households in Pottawattamie County. A

total of 724, or 71 percent of the recipients, were blind or disabled. This number identifies a **special consumer group in the County** in need of special services.

EMPLOYMENT AND ECONOMIC TRENDS

When first settled, the economy of Council Bluffs was based upon the fertile soils of the region and businesses that developed along the natural and built corridors. The Union Pacific Railroad established Council Bluffs as its eastern terminus in the mid-1800's creating a multi-modal transportation hub and agricultural trading center with a railhead and a river port. This trend continued with the construction of the federal interstate highway system in the 1950's with Council Bluffs serving as the intersection of I-29/I-80. As economic activity increased, Council Bluffs eventually evolved into a trading center and developed an economy based on both agricultural and non-agricultural industries.

1. Employment

The most recent and comprehensive employment data available for Council Bluffs was obtained from the Iowa Department of Employment Services. **Table 3.9** depicts the labor force and employment for the City of Council Bluffs from 1980 through the year 2004. To accomplish the proposed one percent annual growth goal for Council Bluffs, the labor force would need to increase an estimated 9 percent, to a total of 32,770 workers by the end of the planning period. **This would require an additional estimated 2,500 jobs during the next 10 years.**

**TABLE 3.9
LABOR FORCE AND EMPLOYMENT TRENDS AND
PROJECTIONS
COUNCIL BLUFFS**

	<u>1980</u>	<u>1990</u>	<u>1994</u>	<u>2004</u>
Population	56,449	54,315	54,850	60,600
Labor Force	27,000	29,600	30,100	32,770
Unemployment	1,800	1,600	1,900	2,070
Unemployment Rate	6.7%	5.4%	6.2%	6.3%
Employed	25,200	28,000	28,200	30,700

Change in Total Employment

	<u>Number</u>	<u>Annual</u>	<u>Percent</u>	<u>Annual</u>
1980 - 1990	+2,800	+280	+11.1%	+1.1%
1994 - 2004	+2,500	+250	+8.9%	+0.9%

Source: Iowa Department of Employment Services
Hanna:Keelan Associates, P.C., 1994

The employment and unemployment trends and projections for Pottawattamie County are identified in **Table 3.10**. Between 1982 and 1994, the number of employed persons in the County increased by 4,558 persons, or 18 percent. During the next 10 years, the number of employed persons will need to increase an additional 3,747 persons, or estimated 375 annually to assist in meeting the proposed one percent growth in Council Bluffs. The unemployment rate in the County will be an estimated 5.7 percent by 2004.

**TABLE 3.10
ANNUAL EMPLOYMENT
TRENDS AND PROJECTIONS
POTTAWATTAMIE COUNTY**

Year	Employment	Annual Change	Unemployment Rate
1982	25,300	+100	8.8%
1983	25,500	+200	7.2%
1984	27,800	+300	8.2%
1985	27,100	-700	8.2%
1986	28,400	+1,300	7.6%
1987	29,000	+600	6.6%
1988	30,000	+1,000	5.3%
1989	30,200	+200	5.2%
1990	30,000	-200	4.9%
1991	30,100	+100	5.2%
1992	30,300	+200	5.4%
1993	29,900	-400	5.4%
1994	29,858	-300	5.4%
2004	33,605	+375	5.7%

Source: Iowa Dept. of Employment Services, Labor Market Information, 1982-1994
Hanna:Keelan Associates, P.C., 1993

The highest percentage increase occurred for the **non-durable goods—manufacturing** sector. The highest number increase of employees occurred for the **non-manufacturing** and **services** sectors, with an increase of over 2,000 for each. Overall, **non-farm employment** increased 14.8 percent, or 3,700 persons from 1981 to 1993.

**TABLE 3.11
PLACE OF WORK - ECONOMIC CHARACTERISTICS
POTTAWATTAMIE COUNTY**

	1981	1984	1987	1990	1993 [^]	% Change 1981 to 1993
Non-Farm Employment	24.9	24.8	26.9	29.1	28.6	+14.8%
Manufacturing	3.1	3.0	3.5	4.1	4.2	+35.4%
Durable Goods	1.6	1.6	1.6	1.4	1.8	+12.5%
Non Durable Goods	1.6	1.4	1.9	2.7	2.3	+43.7%
Non-Manufacturing*	21.8	21.8	23.4	25.0	24.5	+12.4%
Trade	7.0	7.7	8.2	8.5	8.6	+22.8%
Wholesale	1.5	1.9	1.4	1.5	1.6	+6.6%
Retail	5.4	5.8	6.8	7.0	7.0	+29.6%
Finance, Insurance & Real Estate	1.1	.8	1.2	1.3	1.1	+0.0%
Services	5.4	5.6	6.5	7.7	7.5	+38.8%
Government	4.8	4.6	4.5	4.9	4.6	+4.1%
Local	4.0	3.8	3.7	4.1	3.8	-5.0%

Note: Numbers in 1,000s

[^] January through September

* Includes Construction, Mining, Transportation, Communication and Utilities

Source: Iowa Department of Employment Services, Bureau of Labor Statistics, 1991
Hanna:Keelan Associates, P.C., 1994

2. Education

Generally, there is a direct correlation between income and employment with education attained. **Table 3.12** identifies the percentages of Council Bluffs citizens over 25 years of age per various educational level. In 1990, 39.8 percent of the population had no more than a high school diploma or equivalent; 26.2 had no high school diploma and 9.8 percent had only an education of less than 9th grade.

**TABLE 3.12
EDUCATION ATTAINMENT*
COUNCIL BLUFFS, IOWA
1990**

<u>Education Level</u>	<u>Persons</u>	<u>% of Total</u>
Less Than 9th Grade	3,365	9.8%
9th to 12th Grade, No Diploma	5,653	16.4%
High School Graduate (or equivalency)	13,743	39.8%
Some College, No Degree	6,085	17.6%
Associate Degree	2,206	6.4%
Bachelor's Degree	2,408	7.0%
<u>Graduate or Professional Degree</u>	<u>1,043</u>	<u>3.0%</u>
Total (Specified)	34,503	100.0%

*Persons of 25 years and older

Source: Hanna:Keelan Associates, P.C., 1994

HOUSEHOLD TRENDS AND PROJECTIONS

An analysis of households characteristics provides a profile of data necessary to plan for a community. Recent trends in household characteristics, combined with income, employment and population data, can assist in determining the overall future needs of a planning area.

Table 3.13 depicts specific household characteristics trends and projections in Council Bluffs for the period 1980 to 2004. By 2004, an estimated 59,350 persons will reside in households. An estimated 65 percent of these households will be of an owner type with the remainder being renter households. **The creation and/or annexation of additional owner units in Council Bluffs will play a major role in the community meeting its annual growth goal of one percent.**

**TABLE 3.13
SPECIFIC HOUSEHOLD CHARACTERISTICS
TRENDS AND PROJECTIONS
COUNCIL BLUFFS**

<u>Year</u>	<u>Population</u>	<u>Group Quarters</u>	<u>Persons In Households</u>	<u>In Owner Households</u>	<u>In Renter Households</u>
1980	56,449	780	55,669	41,003 (73.6%)	14,658 (26.4%)
1990	54,315	1,013	53,302	37,218 (69.8%)	16,084 (30.2%)
1994	54,850	1,100	53,750	36,550 (68.0%)	17,200 (32.0%)
2004	60,600	1,250	59,350	38,575 (65.0%)	20,775 (35.0%)

Source: Census of Population and Housing, STF-1A 1980, 1990
Hanna:Keelan Associates, P.C., 1994

The number of persons in renter households will increase an estimated 3,575 persons between 1994 and 2004. This total will equal an estimated 17.2 percent increase for the 10 year planning period.

The trends and projections of persons per household are represented in Table 3.14. The trends from 1980 to 1990 are expected to continue throughout the planning period. The number of persons per owner households is projected to decrease to 2.48 persons per household. Persons per renter households should increase slightly to 2.28 persons. Overall, the number of persons per households is forecasted to decline to 2.41 by the year 2004.

The decline in persons per owner household and increase in persons per renter household in Council Bluffs is a trend nationwide. This trend is due to aging, population residing in smaller owner occupied households, younger owner households having fewer children than previous generations and one and two person adult owner households with few if any children. In turn, most renter occupied households can be characterized as being younger families with children, some with single parent head of households, and rental units occupied by two or more unrelated single persons and older adult households.

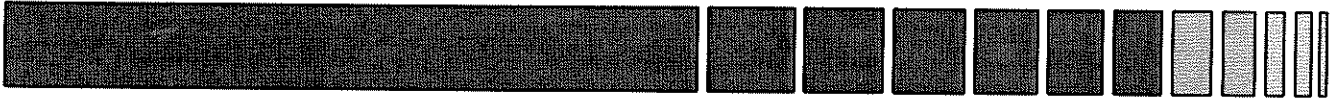
Utilizing the one percent annual growth goal, the City of Council Bluffs will contain an estimated 24,625 households by 2004. This will include approximately 15,550 owner households and 9,095 renter households.

**TABLE 3.14
PERSONS PER HOUSEHOLD
TRENDS AND PROJECTIONS
COUNCIL BLUFFS**

	<u>1980</u>	<u>1990</u>	<u>1994</u>	<u>2004</u>
Persons Per Household	2.67	2.52	2.48	2.41
Per Owner Household	2.88	2.66	2.60	2.48
Per Renter Household	2.21	2.25	2.26	2.28

Source: Census of Population and Housing, STF-1A 1980, 1990
Hanna:Keelan Associates, P.C., 1994

Land Use & Development



CHAPTER 4

LAND USE AND DEVELOPMENT

INTRODUCTION

This chapter of the comprehensive plan identifies the land use development patterns which have occurred in Council Bluffs since the adoption of the last comprehensive plan. It also **examines future land use development opportunities, requirements and the utilization of land in and around the community.** This chapter identifies the **goals and policies** created to provide guidance to the City with its future land use administration and practices. A discussion of the **environmental and physical characteristics** is preceded by a description and analysis of existing land use conditions in the community.

The **proposed future land use** analysis concentrates on the use of land in Council Bluffs during the 10 year planning period. Special attention is given the identification of future residential, public facilities, administrative/professional, commercial and industrial land uses. A detailed discussion of **subarea development** considerations is provided to assist in identifying areas within and adjacent to the City of Council Bluffs having the greatest need and potential for development during the planning period. Each of the 10 subareas is discussed regarding its existing conditions, proposed general land use and planned public improvements.

The concluding component of this chapter identifies **land use implementation strategies.** These strategies present the recommended steps or activities needed by the City to successfully implement the future land use plan.

GOALS AND POLICIES

Specific **goals and policies** to direct future land use activities in Council Bluffs are as follows:

Goal 1 - Provide opportunities for development in an orderly, efficient and environmentally sound manner.

Policies:

- 1.1 Ensure that all areas for future development are equipped with appropriate infrastructure and public facilities.
- 1.2 Encourage industrial development which is served by adequate public services, compatible with adjacent land uses, and sensitive to environmental concerns.
- 1.3 Promote conservation of Loess Hills.
- 1.4 Provide for adequate regulation relating to some contamination and hazardous waster.

Goal 2 - Establish and maintain land use development patterns and densities in Council Bluffs that conform to the desires and needs of the residents and emphasize improved quality of development and livability for the residents of the community.

Policies:

- 2.1 Provide housing opportunities for all income levels.
- 2.2 Foster development in areas already adequately served by infrastructure.
- 2.3 Allow the development and encourage the redevelopment of small neighborhood service centers.
- 2.4 Ensure that adequate open and recreational space is maintained.
- 2.5 Identify areas to be developed for public park and recreational space is maintained.
- 2.6 Encourage the rehabilitation of existing parks.

Goal 3 - Encourage compatible adjacent land uses through regulations suited to the unique characteristics and location of each use.

Policies:

- 3.1 Establish a review process of zoning districts to encourage development and redevelopment.
- 3.2 Facilitate the flexible and orderly development of mixed residential uses.
- 3.3 Encourage commercial development along highway corridors, within the central business district, and adjacent to regional shopping centers.
- 3.4 Ensure that the supply of industrial land consistent with the City's capacity and needs.
- 3.5 Identify and utilize resources to capitalize on the Missouri Riverfront Environs for open space and recreational uses.

Goal 4 - Work cooperatively with federal, state, and county governments to develop compatible flood control measures.

Policies:

- 4.1 Require all development to be consistent with flood plain requirements.
- 4.2 Review and identify measures which limit or reduce flood hazards.

Goal 5 - Provide opportunities and incentives for development that will encourage economic stability and which will result in the overall increase in tax base.

Policies:

- 5.1 Identify and prioritize areas and processes for development, based on need, market, potential, and infrastructure capabilities.

- 5.2 Create and strengthen nonprofit organizations to facilitate development.

- 5.3 Encourage the full development of the Mall of the Bluffs and Lake Manawa Centre as regional commercial centers.

- 5.4 Identify potential development areas and protect productive agricultural land in the two-mile jurisdiction.

Goal 6 - Develop appropriate regulations to balance the need for development with environmental concerns for the Loess Hills and along the Missouri River.

Policies:

- 6.1 Develop subdivision procedures to guide development in areas with environmental and topographical limitations.
- 6.2 Implement appropriate regulations or acquisition procedures to preserve highly visible areas of Loess Hills.

Goal 7 - Attempt to achieve a more compact distribution of residential, commercial, and industrial land uses within the City limits which are already served or easily served by existing public utilities and services.

Policies:

- 7.1 Promote development within the City limits and in those areas adjacent to the City where development could be fully serviced by public utilities and services.
- 7.2 Promote sound subdivision development through minimum standards for subdivision design and construction.
- 7.3 Encourage appropriate voluntary and involuntary annexation.

Goal 8 - The City and County should jointly plan for appropriate development within the City's two-mile limit.

Policies:

- 8.1 Limit the premature platting of lots beyond the effective operating range of public utilities to those areas identified by joint City/County planning processes.

EXISTING LAND USE CONDITIONS

1. Environmental and Physical Characteristics

Council Bluffs is nestled between the Loess Hills and the meandering Missouri River on Iowa's western border. The unique physical features create an aesthetic and natural area for development. The community is full of old and rich heritage, dating from its first establishment in 1826.

The majority of the community has developed in a grid pattern along the shelf between the river and the bluffs. This plain rises a mere 10 feet from the river bank to the base of the Loess Hills, creating concerns for the area involving both the built and natural environments.

The remainder of Council Bluffs is built within the soils of the Loess Hills. These glacial deposits and their eco-systems are one of two areas which exist in the world today. These eco-systems and changes in elevation, create both advantages and constraints for development.

The natural environment of a community allows for both opportunities and constraints on development. People must work and live in harmony with nature to create a sustainable society. Through the use of proper planning, future land development can compliment the built and natural environment. This can occur through designs which conserve unique features and are environmentally sensitive.

Soils within the Council Bluffs and vicinity are of **two general types**. The lower lands adjacent to the river are composed of **alluvial soils**, which are characterized by the high-yielding agricultural potential. The Bluffs are composed of loess soils which are wind-borne deposits of glacial-era soils up to 200 feet in depth.

These unique soils are the base for Council Bluffs aesthetic character.

The unique features of Council Bluffs should be protected by developmental regulations. These regulations should capitalize on the development of land as needed while preserving those areas which are in flood plains or on steep slopes. Within the Loess Hills, development should be of a low-density nature to mitigate adverse effects of infrastructure extension and construction while preserving open space.

The Missouri River has carved and deposited soils in the western section of the City, creating a landscape of rich flora and fauna. The future development of structures within this area should be located out of the 100-year flood plain. While the majority of the City is protected by a levee, a narrow area remains on the "wet" side of the barrier. This strip should be set aside for conservation or recreational purposes.

To the benefit of Council Bluffs, the Missouri River flooded in 1881 and changed course, creating an ox bow. This ox bow, Lake Manawa, has been a center of entertainment and recreation for the community since its creation. The need for the conservation and preservation of this area will increase as development increases. Lake Manawa has experienced silting and pollution problems within the past decades. Proper regulation and conservation efforts can mitigate these effects and preserve Lake Manawa for the citizens of Council Bluffs and other users for years to come.

As the community continues to grow, it has developed in four drainage basins: Missouri River, Indian Creek, Mosquito Creek and Pony Creek water sheds. These natural areas should be carefully protected. The protection against natural hazards can be lessened through planned open space within the flood plain and the design of adjacent land uses to reduce run-off. A corridor system could be developed to enhance these areas, as well as the creation of passive recreational facilities.

The built environment of Council Bluffs is characterized by its neighborhoods, transportation corridors and unique natural settings. All of these combine to give the community and its citizens a strong sense of place. The scenic vistas and landmarks create a unique identity for the community.

As the region prospered, Council Bluffs became the regional trade center for southwest Iowa. This occurred due to its long standing ties with transportation. The corridors which link Council Bluffs to the world are a major asset to the area. The transportation routes should be safeguarded and enhanced to ensure a viable economy and community.

It is essential to designate the proper land use adjacent to the transportation corridors. The general trend is for commercial or industrial development to take place in these areas. Taking advantage of these transportation assets and services will be necessary in order to achieve the development called for by this plan.

Just as land use is important adjacent to the transportation corridors, it is also important within the neighborhood districts. Each neighborhood should be served by a local service center to meet residents' daily needs. Some small neighborhoods need to be redeveloped to improve quality of life and the livability for the residents. Planned open space is also essential in all neighborhoods.

Council Bluffs has both a rich heritage and aging housing stock. Through the use of historic preservation, unique victorian-era homes can be rehabilitated and reused to the satisfaction of the community. Not only do these houses serve as landmarks, they create a unique style which is unmatched in the region. The historic landmarks which are currently registered as landmarks should be promoted as symbols of the community's rich heritage and pride.

**TABLE 4.1
EXISTING LAND USE
COUNCIL BLUFFS, IOWA
1993**

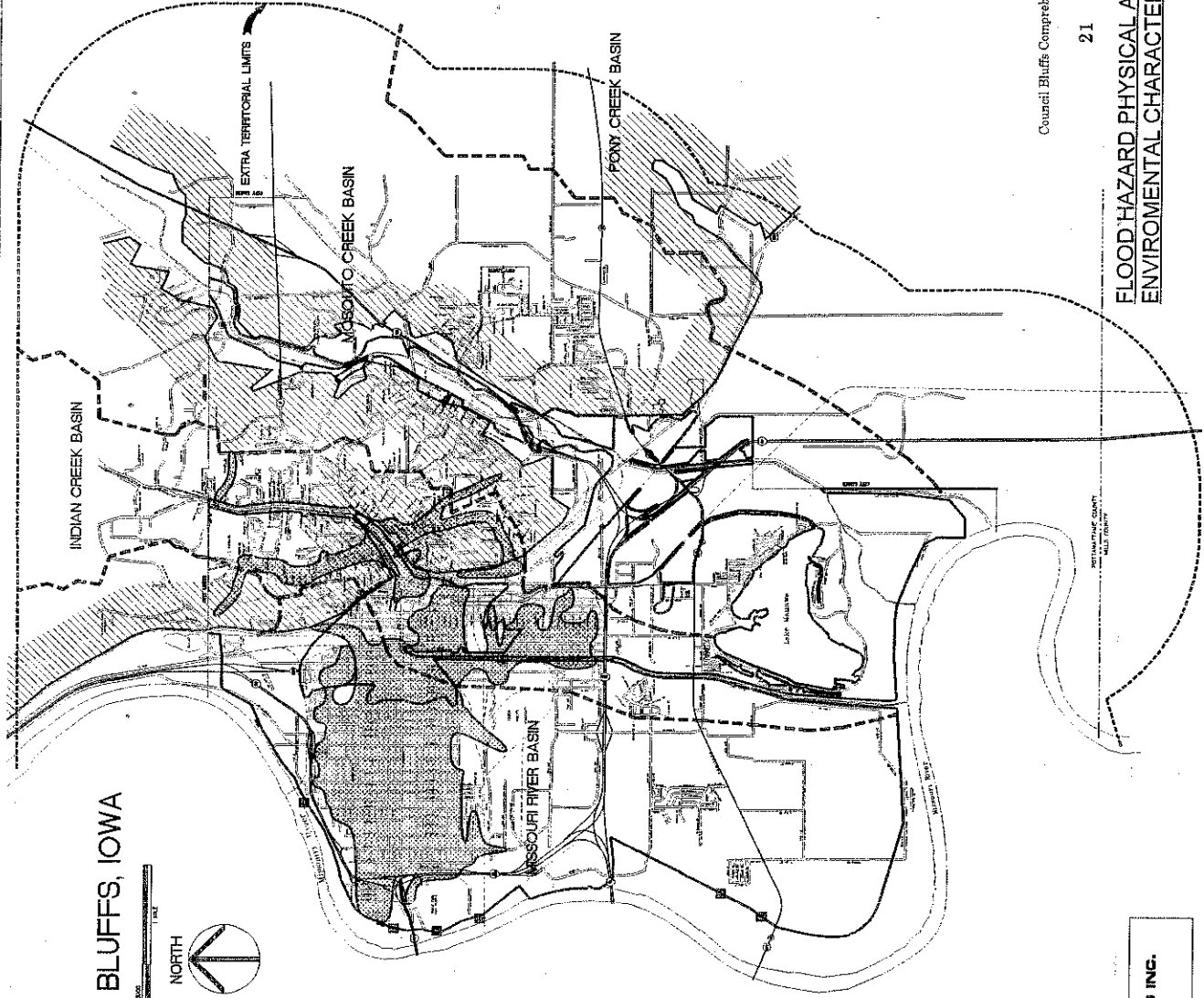
<u>Land Use Type</u>	<u>Acreage</u>	<u>Percent</u>	<u>Acres Per 100 People</u>	<u>Planning Standard</u>
•Residential	7,188	29.2	13.3	10.0
(Single-Family)	(6,555)	(26.6)	12.1	7.5
(Mobile Home)	(150)	(0.7)	0.3	0.5
(Multi-Family)	(483)	(1.9)	0.9	2.0
•General Commercial	1,080	4.3	2.0	2.0
•Regional Commercial	194	0.8	0.35	NA
•Administrative /Professional	52	0.2	0.1	0.4
•Parks/Recreation	1,733	7.0	3.2	2.0
•Public/Semi-Public	736	3.0	1.3	0.8
•Industrial	2,763	11.2	5.1	2.3
•Vacant/Agriculture	<u>10,852</u>	<u>44.3</u>	<u>20.0</u>	NA
Total Platted Area	24,598	100.0%	45.5	-- --

Source: Hanna-Keelan Associates, P.C., 1994

2. Profile of Existing Land Use

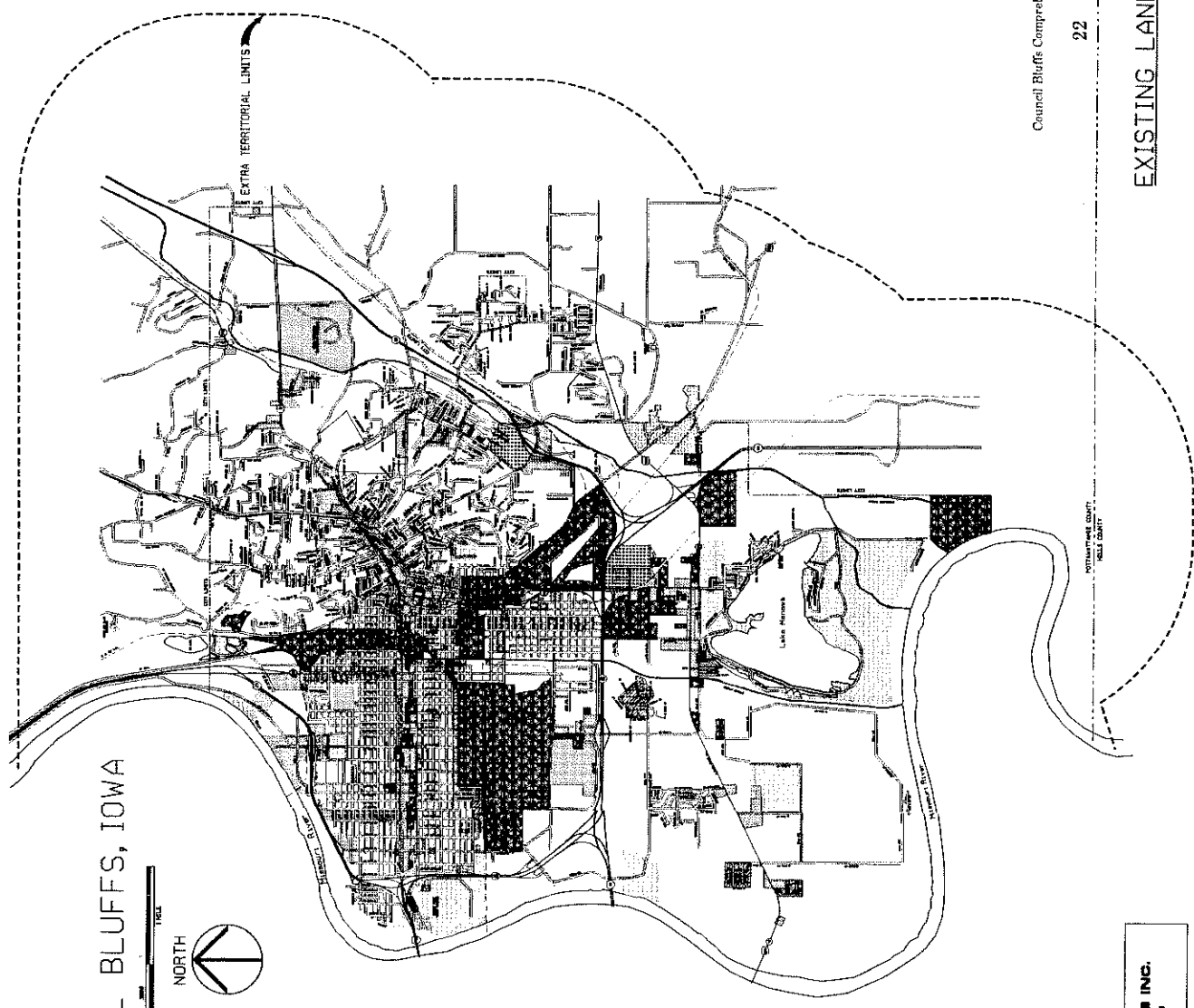
Existing land uses in Council Bluffs are identified in **Illustration 3** and **Tables 4.1 and 4.2**. **Table 4.1** identifies the existing land uses in Council Bluffs, by type and acres per 100 people. As a reference, a planning standard for acres per 100 people is also shown. The total acreage within the City of Council Bluffs is 24,598.

COUNCIL BLUFFS, IOWA



LEGEND

- AREAS w/ GRADES STEEPER THAN 10%
- AREAS SERVED BY STORM SEWER
- FLOOD CONTROL PUMP STATION
- 100-YEAR FLOOD PLAIN



LEGEND

- SINGLE/TWO FAMILY RESIDENTIAL
- MULTIFAMILY FAMILY RESIDENTIAL
- TRAILER COURTS
- PUBLIC - SCHOOLS PUBLIC FACILITIES
- PARKS
- GENERAL COMMERCIAL
- INDUSTRIAL
- ADMINISTRATION PROFESSIONAL
- REGIONAL SHOPPING CENTER
- VACANT AGRICULTURE

HANNAKEELAN ASSOCIATES, P.C.
COMMUNITY PLANNING & RESEARCH

THE SCHEMMER ASSOCIATES INC.
ARCHITECTS • ENGINEERS • PLANNERS

The following provides a profile of existing land use in Council Bluffs:

- **Residential** land usage consists of an estimated 29.2 percent of the total platted area. The 13.3 acres of residential land per 100 persons in Council Bluffs is approximately 30 percent above the planning standard of 10 acres.
- **Single Family** land usage calculates to an estimated 26.6 percent of the total City land area. The 12.1 acres of residential land per 100 persons in Council Bluffs is 61.3 percent over the planning standard.
- **Mobile Home** land area in Council Bluffs equals an estimated 150 acres, or less than one percent of the total City land area. This amount is 40.0 percent less than the planning standard for a community the size of Council Bluffs.
- **Multi-Family** land usage in Council Bluffs equals an estimated 1.9 percent of the Community's total land area. This total is only 45.0 percent of the amount needed per 100 people, based on current planning standards.
- **General Commercial** land usage in Council Bluffs, Iowa totals an estimated 1,080 acres. This amount equals the planning standard for commercial land area: 2 acres per 100 people.
- **Regional Commercial** land area in Council Bluffs consists of the Mall of the Bluffs and Lake Manawa Centre. In total these areas equal an estimated 194 acres, or about one percent of the total land area in the City. No planning standard exist, for this type of land use.

- **Administrative/Professional** land use in the City equals only about one-fourth the amount required by planning standards for a community the size and character of Council Bluffs. The total acreage is 52, or 0.2 percent of the City's total land area.
- **Public/Semi-Public** acreage in Council Bluffs totals an estimated 736 acres, or 3.0 percent of the total platted community area. This land classification in Council Bluffs equals an estimated 1.3 acres per 100 people; 62.5 percent more than the required planning standard amount.
- **Industrial Land Use** in Council Bluffs is concentrated along the I-80/I-29 area west of the City's core. Ample vacant land exists in this area for expansion or development of new industry. The total acreage of classified industrial land is 3,763 acres. Industrial acres per 100 people total 5.1, twice today's planning standard requirement of 2.3 acres.
- **Park** land in Council Bluffs totals an estimated 1,733 acres, or 7 percent of the total community land area. The planning standard for park land usage is 2 acres for every 100 persons. This amount for Council Bluffs is 3.2 acres per 100 persons. Many areas classified as parks, however, are not fully developed due to topographic constraints.
- **Vacant and/or Agricultural** land in Council Bluffs equals about 10,852 acres or 44.3 percent of the total platted City area. No planning standards exist for this land use classification. Most vacant land in Council Bluffs is not developable due to flood plain or steep slopes. Vacant areas exist within the City that are developable are estimated to be less than 20.0 percent of the total vacant land area.

The distribution of developed land areas in Council Bluffs fits the geography and road network in the community. The primary **general commercial areas** in Council Bluffs are West Broadway, North 16th Street, South 24th Street, Highway 6, and downtown. As expected, residential development has occurred around and adjacent these areas. The Lake Manawa commercial area (adjacent the South Expressway and Hwy 275/92) services much of the residential area south of I-80. The two regional commercial centers, Mall of the Bluffs and Lake Manawa Centre are appropriately located to attract local, regional and I-80 and I-29 patrons.

The primary **park and recreation area** in Council Bluffs is the Lake Manawa environs. Big Lake, Dodge, Fairmont, Lewis & Clark and Riverside Parks are the other large park and recreational areas serving the citizens of Council Bluffs. Twenty additional neighborhood parks and golf course areas are strategically located for easy accessibility.

The **administrative/professional land uses** in Council Bluffs represent a minor land use classification. The three areas of administrative/professional land use include "pockets" of professional offices east and west of the central business district and adjacent to the hospital area along Highway 6.

Public/semi-public land uses include the local public and parochial schools, cemeteries and governmental buildings and utility operations.

Table 4.2 provides a comparable analysis of the existing developed land uses in Council Bluffs with other similar size communities. In comparison, the City of Council Bluffs is equal to other cities in its developed residential, commercial and park areas, greatly exceeds the average of the other communities in land developed for industrial and is far below the average of the communities for developed public land.

TABLE 4.2
LAND USE RATIOS*
(IN PERCENT)
1990

<u>City or Plan</u>	<u>Population</u>	<u>Residential</u>	<u>Commercial**</u>	<u>Industrial</u>	<u>Public</u>	<u>Parks*</u>
Council Bluffs, Iowa	54,000	52%	10%	20%	5%	13%
Carlsbad, California	51,000	57%	5%	9%	29%	17%
Evanston, Illinois	72,000	45%	7%	4%	44%	8%
Galveston, Texas	62,000	25%	5%	25%	44%	25%
Hoffman Estates, Ill.	45,000	46%	10%	2%	41%	15%
Olathe, Kansas	49,000	52%	7%	6%	35%	9%
Grand Island, NE	39,000	38%	9%	6%	46%	NA
Small City Averages		52%	10%	7%	31%	NA

*Percentage of Developed Area Only

**Includes General Commercial, Regional Commercial and Administrative/Professional

Source: American Planning Association, PAS Memo-August 1992
Hanna:Keelan Associates, P.C., 1994

3. Summary Statement

The City of Council Bluffs has developed in a manner acceptable to the majority of local residents. New land use developments in recent years have included the two regional commercial centers, Bluffs Run, eastern residential developments, affordable elderly and handicapped housing, health facility expansions, modernization of both publicly and privately operated facilities, and industrial tract development, to name but a few. The City continues to maintain a professional attitude towards the proper utilization and new development of land. The local leadership is cognizant of proper land use practices. This is evident by the reduction in the number of non-conforming land use situations throughout the community.

Planning and land use development in Council Bluffs is a difficult task due to several factors. First and foremost is the geography of the community. An estimated 20 percent of the land area within and adjacent to the City has a slope greater than 10 percent, which, in most cases, prohibits economical development. The flood plain areas produced by the presence of the Missouri River and three major creeks (Indian, Mosquito and Pony) also serve as impediments to land use development. Almost 45 percent of the City's land area is vacant. It is estimated less than 20 percent of this area is developable, having no topographic or flood plain constraints. The majority of this vacant developable land exist in small parcels, noneconomical for large scale residential or commercial development. Thus, it is difficult to assemble land of sufficient size for development.

These impediments to land use development can only be addressed by a commitment of the community to (1) reinvest in existing land uses and comprise a redevelopment plan to produce more efficient land use and (2) expand community efforts to the east.

This analysis of the existing land use situation in Council Bluffs revealed the following general deficiencies in Council Bluffs: lack of multi-family acres and excess industrial and single family residential land. These deficiencies should be corrected in the development of a new future land use plan for the City and its respective planning jurisdiction.

LAND USE & DEVELOPMENT PLAN

1. Proposed Future Land Use

As previously discussed in this Comprehensive Plan, the City of Council Bluffs, has proposed a **one percent annual growth goal** during the planning period 1994 to 2004. This goal will produce a total estimated population increase of 5,550 persons. If met, this growth will require the creation of jobs, housing and the availability of developable land area. This growth will require special consideration be given to the identification of potential residential, commercial and administrative/professional land use acres.

A certain amount of **vacant or open space land** will also be needed to provide an overall functional community land use system. To develop the community in the most efficient and orderly manner possible, the focus should be placed on the development of suitable (developable) vacant land within the City of Council Bluffs corporate limits, outside the designated flood plain and steep slope areas. There presently exist an estimated 10,850 acres of vacant land within the City limits.

The strategic development of infill lots and other vacant land areas within the corporate limits would allow for managed growth and the utilization of the existing infrastructure, including streets, electrical, water and sewer systems.

Illustration 4 identifies the proposed future land use in Council Bluffs, within the City's existing and planned corporate limits. The following narrative describes the future land use needs of the City.

• Residential

Future residential development in and around the City of Council Bluffs should be of a high priority to the community during the planning period. An estimated **240 to 300 acres** will be needed for housing development, if the City makes a conscious effort to provide additional affordable housing options to all income sectors.

The future land use map identifies the majority of newly designated residential areas in/around Council Bluffs as **multi-family**, **single family** and **residential estates**. These designations will allow developers the option of providing a variety of housing for families, singles, older adults and special populations. The following narrative provides a description of the future residential land use composition for the community of Council Bluffs.

- **Single family** development should occur in established neighborhood areas and new subdivision areas, both within and in close proximity to the City. The majority of new single family homes should be developed in the eastern areas of Council Bluffs, during the next 10 years.

- **Residential Estate**, or large lot development has potential in selected areas both in and adjacent to the corporate limits. These areas are located in the northern and eastern sections of the City.

- **Mobile Home** development has been approved east of I-80 and along South 24th Street. The development of future quality mobile home parks are needed in the community to replace existing mobile home park facilities and provide an additional housing option for the residents.

- **Multi-family** development should be the most actively pursued type of residential development during the next 10 years. **Illustration 4** identifies several locations, both developed and undeveloped for future residential development. These areas include:

- * redevelopment adjacent to Avenue A, 2nd Avenue, and North 16 Street;
- * areas adjacent to Lake Manawa;

- * redevelopment of the central business district or downtown area;
- * eastern areas adjacent to Council Bluffs which are now located in Lewis Township;
- * areas adjacent to Highway 6 and Iowa Western Community College;
- * areas adjacent to Playland Park;
- * selected areas adjacent Hwy 275/92; and
- * areas surrounding the Mall of the Bluffs.

- **Parks and Recreation**

Future parks and recreation land in Council Bluffs should consist of the present stock, plus selected developments in and around the Missouri River. The Western Historic Trails Center will be the largest development, followed by several park nodes both north and south of the Trails Center, adjacent the Missouri River. A possible trails system could link these park & open space areas along the Missouri River, beginning south of Lake Manawa. Inner-city neighborhood parks and ballfields, as identified in **Illustration 4**, will continue to be maintained to serve the present and future residents of the community.

- **Public/Semi-Public**

Future public/semi-public land uses in Council Bluffs will be primarily comprised of those uses existing today. These include Iowa Western College, the Iowa School for the Deaf, cemeteries and local, state and federal government facilities. Each of these facilities will occupy their present land area with possible expansion, on as needed basis.

During the planning period (1994 to 2004), City of Council Bluffs will need to upgrade its existing facility or locate a site for the new **municipal library**. Previous planning efforts for a new facility indicate the library should remain in the central area of the community, preferably in the downtown.

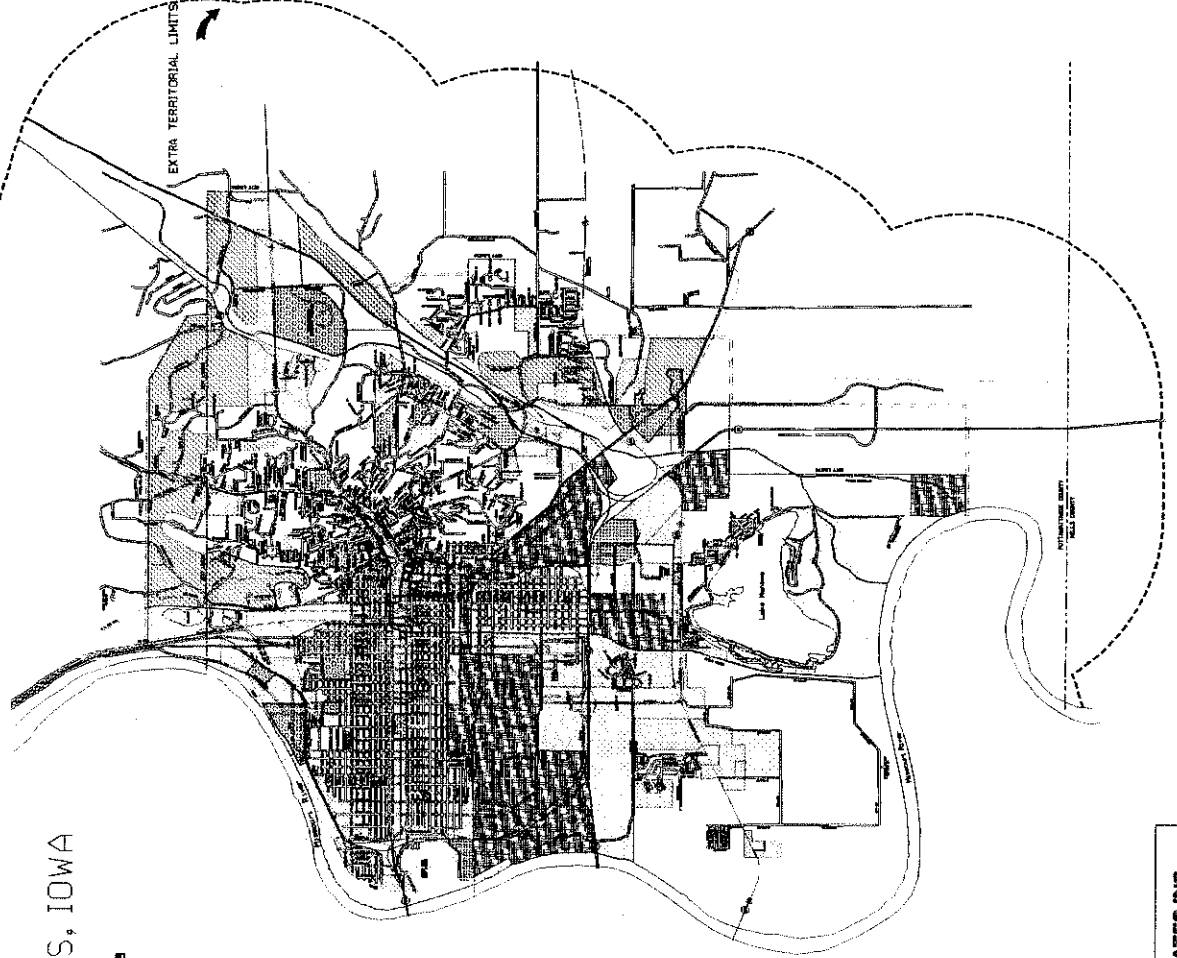
COUNCIL BLUFFS, IOWA



NORTH



EXTRA TERRITORIAL LIMITS



LEGEND

- 1 - HEAVY INDUSTRIAL / LOGGING
- 2 - INDUSTRIAL
- 3 - HIGH DENSITY RESIDENTIAL
- 4 - MEDIUM DENSITY RESIDENTIAL
- 5 - SINGLE FAMILY RESIDENTIAL
- 6 - RESIDENTIAL
- 7 - COMMERCIAL
- 8 - OFFICE / PROFESSIONAL
- 9 - RETAIL
- 10 - SERVICE
- 11 - PARKS
- 12 - OPEN SPACE
- 13 - WATER
- 14 - TRANSPORTATION
- 15 - UTILITIES

- **Commercial**

Future commercial land areas in Council Bluffs will exist in the West Broadway, North 16th Street, Downtown, South 24th Street and Highway 6 Districts. Future commercial development will be market driven, as need arises in the community. It is estimated, Council Bluffs could absorb **90 to 110 additional commercial acres** during the planning period.

- **Regional Commercial**

One regional commercial outlet presently exists in Council Bluffs and one is currently being developed. These include Mall of the Bluffs and Lake Manawa Centre. Any additional commercial development within or adjacent to these facilities will better provide commercial services for Council Bluffs residents.

- **Industrial**

Future industrial land uses in Council Bluffs will be met by the present designated land resources. Presently, it is estimated, the City has an excess of designated industrial land. **Illustration 4** identifies an estimated 20 percent of the existing (designated) industrial land use as being converted to other land use types, including commercial, wholesale/light industrial and residential.

The primary location for future industrial land in Council Bluffs will exist in the central portion of the City, in close proximity to I-29/80 and the South Expressway. If needed during the planning period, additional industrial land could exist south of Council Bluffs proper, adjacent to I-29.

The planning process in Council Bluffs identified a need to specifically allocate a portion of the City's land area for **warehouse/light manufacturing usage**. It is estimated, the community could market 80 to 100 acres of land for the various uses associated with warehousing and light manufacturing. The primary areas for this future land use include a corridor located between North 10th and 15th streets and a large parcel of land situated south of the Lake Manawa Centre.

- **Administrative/Professional**

The Council Bluffs Comprehensive Planning process identified the need for an administrative/professional land use classification to address the need for more professional office, service oriented businesses. It is estimated, the City could utilize up to an **additional 90 to 120 acres** of administrative/professional land area in an attempt to attract more services to Council Bluffs. The primary locations designated for future administrative/professional land use is in and adjacent to the central business district and Mall of the Bluffs.

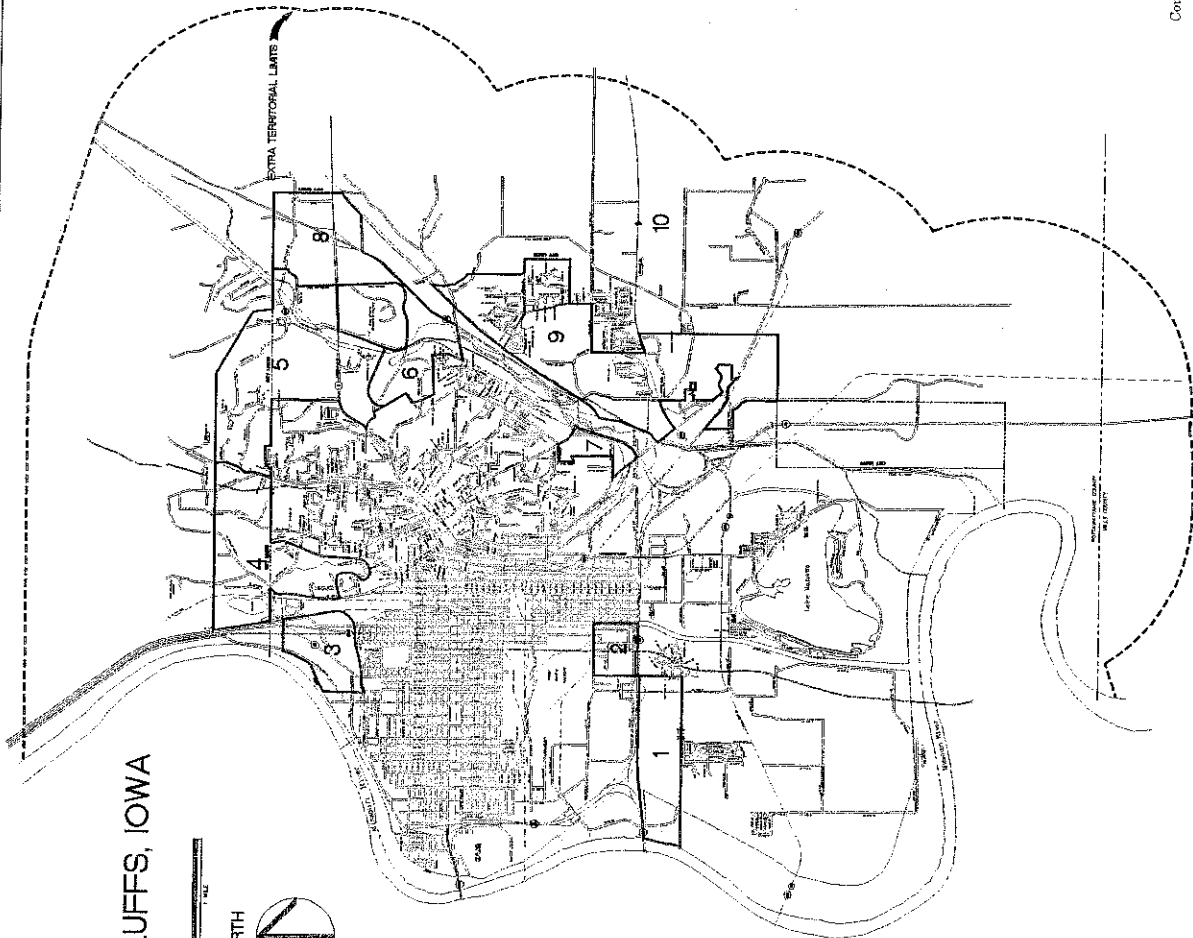
2. Subarea Development Concepts

The potential implementation of the proposed future land use plan can be achieved by the identification development of specific **subareas**. The identification of subareas will allow for detailed land use planning and utility improvement.

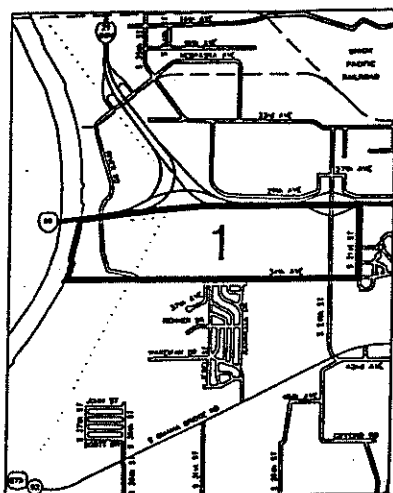
Ten subareas have been selected by the City (see **Illustration 5**). These subareas are scattered throughout Council Bluffs and include the Trails Center, 23rd Avenue, North 16th Street, North 8th Street, East Highway 6 and the two-mile planning jurisdiction.

The following provides an illustrative and geographic description and discussion of existing conditions, future general land use and needed public improvements for each proposed subarea.

COUNCIL BLUFFS, IOWA



SUBAREA 1 - TRAILS CENTER



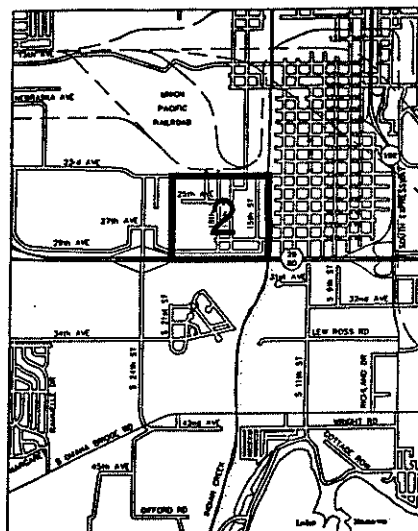
Phase: I (1-10 years) Land Area: 510 Acres

Existing Conditions: This subarea is generally located south of I-80 between South 24th Street, 34th Avenue and the Missouri River. The area is currently undeveloped land and used as agriculture with the exception of approximately 60 acres of Riverside Park adjacent to the Missouri River. The western most portion of the site is within the floodplain and partitioned from the area by a levee.

Proposed General Land Use: The majority of the site is planned for the Western Historic Trails Center. The site will be composed of planned open space with native prairie grasses and trees for passive recreation and education along with an 11,500 square foot building to house exhibits, education tools and administration offices. The potential also exists for the development of a community recreational complex to replace Riverside Park. Commercial development should be restricted to the areas adjacent to South 24th Street.

Planned Public Improvements Needed: The proposed use of the Trails Center subarea precludes the need for significant improvements for transportation or infrastructure systems. Sanitary sewer and utility services will be needed for the education/administration building and some improvement will be required for the transportation system serving the area. Improvement to 34th Avenue is also necessary. A system of storm water drainage for this development, Twin City neighborhood, and future development needs to be developed. The development of the Trails Center should also include linkages to a Missouri River levee trail system.

SUBAREA 2 - 23rd AVENUE



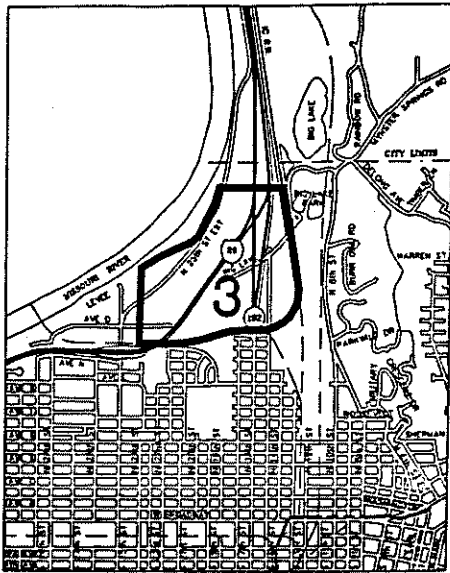
Phase: I (1-10 years) Land Area: 173 Acres

Existing Conditions: This subarea is located between I-80 and 23rd Avenue and adjacent to the west bank of Indian Creek. The land is currently in use as single family homes between South 16th and 19th Streets, and agriculture uses throughout the remainder of the area.

Proposed General Land Use: Single Family and Multi-family residential is planned for the area.

Planned Public Improvements Needed: This subarea is generally not served with adequate transportation and infrastructure systems. Extension of water and sanitary sewer will be necessary. Significant street paving and storm sewer will also be required. The use of Community Development Block Grant and tax increment financing could be utilized to initiate development.

SUBAREA 3 - NORTH 16TH STREET



Phase: I (1-10 years) Land Area: 344 Acres

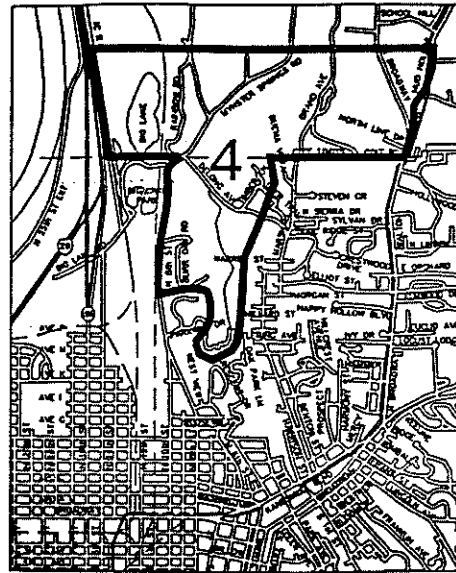
Existing Conditions: The North 16th Street Subarea, located in the northern section of the City. This area is currently used as commercial, public land for Iowa Department of Transportation and agricultural use or vacant land.

Proposed General Land Use: The Subarea will be a mixed use area. The existing developed areas shall remain the same while development is planned for the current agricultural lands. The future development shall consist of multi-family, commercial, vacant wetland area and the balance of the undeveloped land as wholesale/light manufacturing.

Planned Public Improvements Needed: The North 16th Street Subarea has very little existing infrastructure development. I-29 divides the subarea diagonally from southeast to northeast and is accessible from 16th Street only at the south edge of the subarea. Completion of the North 16th Street to 25th Street connection will provide access to a majority of the site.

Additional transportation and infrastructure systems will be necessary to service the subarea in the future. Improvement plans should provide for phased development of roadways and infrastructure systems.

SUBAREA 4 - NORTH 8TH STREET



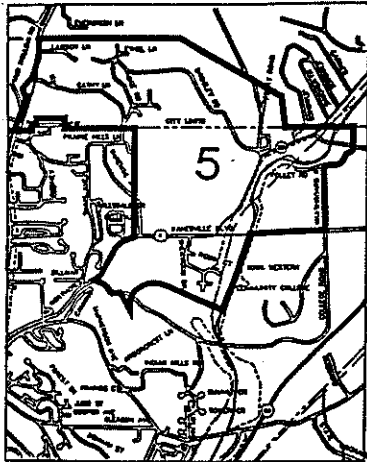
Phase: I (10-15 years) Land Area: 929 Acres

Existing Conditions: The North 8th Street Subarea consists of large lot single family, single family and vacant land use. Areas in the northern portion primarily consist of large lot residential developments.

Proposed General Land Use: This area shall consist of large lot residential estate developments and single family residential development where utilities permit. Areas north of the corporate limits are also proposed for the development of residential estates.

Planned Public Improvements Needed: The North 8th Street Subarea is an area of fairly steep uplands adjacent to the Missouri River flood plain. The physical characteristics of the steep terrain preclude the development of extensive infrastructure systems. However, roadway improvements and water system extensions will be necessary. In addition, annexation which is concurrent with subdivision, is proposed north of the corporate limits. The anticipated development of large lot estate-type residential areas may make septic tank/tile fields more feasible for sewage disposal than the traditional public sewage systems.

SUBAREA 5 - EAST HIGHWAY 6



Phase: II (10-15 years) Land Area: 1,352 Acres

Existing Conditions: Land area within the subarea is principally used for agriculture; however, some residential development exists along the northern corporate limits as well as in the vicinity of the Kanesville Boulevard west of Mosquito Creek.

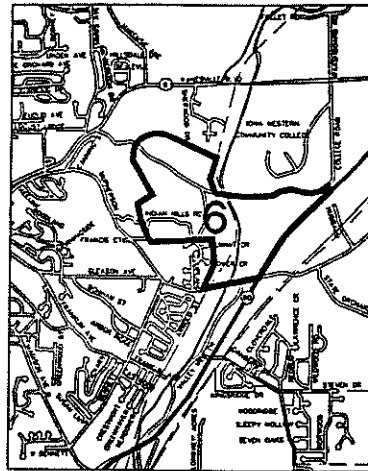
Proposed General Land Use: Subarea 5 is proposed to be large lot residential estates in the north, multi-family residential in the south, and general commercial adjacent to Highway 6. No development would be planned for the Mosquito Creek floodplain corridor.

Planned Public Improvements Needed: The East Hwy 6 Subarea lies in moderately steep to steep terrain adjacent to the Mosquito Creek. There are some roads and infrastructure in the area; however, similar to the North 8th Street Subarea, the natural terrain may preclude extensive development of transportation and infrastructure in the subarea.

Development in the East Hwy 6 area should consider the effects downstream in the Mosquito Creek basin in terms of impact on existing sanitary sewer mains and increase in storm water runoff.

In addition, annexation which is concurrent with subdivision, is proposed north of the corporate limits. The anticipated development of large lot estate type residential areas may make septic tank/tile fields more feasible for sewage disposal than the traditional public sewage systems.

SUBAREA 6 - COLLEGE ROAD



Phase: II (10-15 years) Land Area: 392 Acres

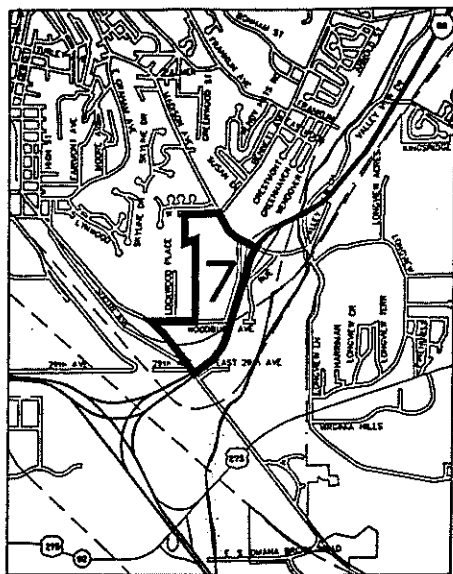
Existing Conditions: The subarea is currently single family west of the Mosquito Creek, while the area between the Creek and I-80 is vacant.

Proposed General Land Use: The entire subarea is proposed to be large lot residential estates and single family in areas served by sanitary sewer. No development would be planned for the Mosquito Creek floodplain corridor.

Planned Public Improvements Needed: The College Road Subarea consists of moderately-steep to steep uplands and floodplain areas adjacent to the Mosquito Creek. As with other upland areas, the terrain precludes extensive transportation or infrastructure development. The anticipated development of large lot estate type residential areas may make septic tank/tile fields more feasible for sewage disposal than a public sewage system.

Development of the College Road Subarea should consider the impact on downstream areas and systems.

SUBAREA 7 - WOODBURY AVENUE



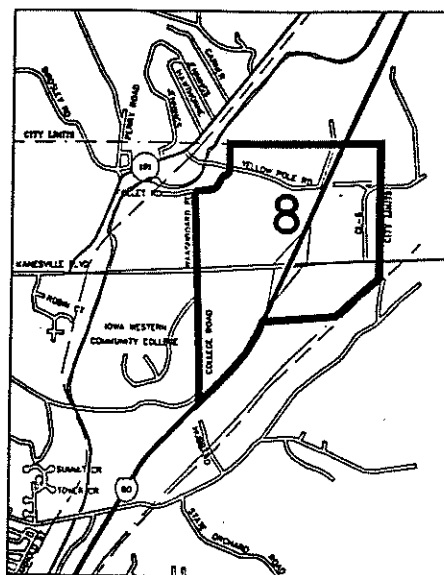
Phase: I (1-10 years) Land Area: 134 Acres

Existing Conditions: The Woodbury Avenue Subarea currently consists of commercial along Woodbury Avenue in the north while the southern section consists of residential and vacant land.

Proposed General Land Use: Multi-family is planned for the southern portion, while commercial development is proposed in the north.

Planned Public Improvements Needed: The Woodbury Avenue Subarea consists of moderate to steep sloped terrain. There are roads and infrastructure along the north, east, and south edges of the subarea and these would likely be the basis for extension or modification to serve anticipated development within the subarea.

SUBAREA 8 - INTERSTATE 80 AND HIGHWAY 6



Phase: II (10-15 years) Land Area: 613 Acres

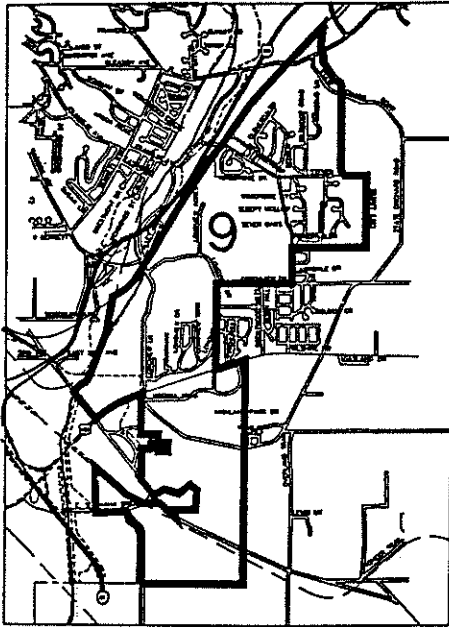
Existing Conditions: The subarea is located in the northeastern corner of Council Bluffs. It is currently composed of single family residential and agricultural land. I-80 bisects the area on a general north-south axis; while, Hwy 6 runs east and west across the site.

Proposed General Land Use: The principal land use planned for the subarea is large lot residential estates in the north and southwest corner with a commercial business park encompassing the I-80 and Hwy 6 interchange.

Planned Public Improvements Needed: The I-80 and Hwy 6 Subarea has terrain similar to the East Hwy 6 and College Road subareas. The terrain, therefore, does not foster extensive development of transportation and infrastructure systems. However, the terrain adjacent to Highway 6 is conducive to commercial development. Extension of sanitary sewer and water facilities will be necessary in order to develop portions of this subarea.

Development of this subarea should consider downstream impacts resulting from the development.

SUBAREA 9 - LEWIS TOWNSHIP



Phase: I (1-10 years) Land Area: 1,875 Acres

Existing Conditions: The subarea is located on the eastern edge of Council Bluffs and generally consists of single family homes, rural subdivisions and agricultural land.

Proposed General Land Use: The subarea is planned for residential land use. It shall be a composite of multi-family, single family and large lot estate development.

Planned Public Improvements Needed: The Lewis Township subarea is located in gentle to moderately sloped hills in the Mosquito Creek basin, as well as along floodplain areas adjacent to Mosquito Creek. The terrain poses limited restriction to the development of transportation and infrastructure systems within the subarea. Roadway improvements, sanitary sewer extensions, water service extensions and storm sewer systems will be necessary. Further, annexation of this area into Council Bluffs is proposed concurrent with subdivision development. Additionally, existing developed parcels within this subarea are proposed for annexation to permit anticipated development to occur.

Downstream impacts resulting from development within the Subarea should be a consideration.

SUBAREA 10 - TWO-MILE LIMIT

Phase: I (1-10 years) Land Area: 25,395 Acres

Existing Conditions: The subarea is located between the current City limits and the two-mile limit, excluding Subarea 4, 5, & 9. It consists of vacant or agricultural land and single family residences. Generally, the tracts adjacent to Council Bluffs are being developed as single family residential subdivisions.

Proposed General Land Use: The planned future land use should consist primarily of vacant and agricultural uses, with pockets of single family dwellings in large lot estates, designated jointly by the County and City.

Planned Public Improvements Needed: The extension and improvement of the existing transportation and public services is necessary for future development to occur in the designated areas. The development within the Two-Mile Limit Subarea may not be served by sanitary sewer and water systems.

ACTION STRATEGIES

The following **land use strategies** have been prepared in an effort to give the City of Council Bluffs guidance in the implementation of the previously discussed land use plan. These action strategies address a wide range of recommended planning and development activities. These strategies are intended to be illustrative and should not preclude other actions aimed at implementing this plan.

- **The City will undertake a review and amendment process of its Municipal Subdivision Ordinance.**

In order to implement the goals of this plan, amendments to the Subdivision Ordinance will be necessary. Any amendment to the Subdivision Ordinance should promote and expand the use of innovative procedures. One such procedure is the use of residential estates and cluster subdivisions. Another should be the use of flexible subdivision design to subdivisions which protect environmentally sensitive areas and the dedication of open space.

As part of a process to amend the Subdivision Ordinance, subdivision and public facility design standards should be reviewed. Although appropriate design criteria must be maintained, innovative and cost effective measures should be incorporated into the existing standards.

- **The City will undertake a comprehensive revision process of its Municipal Zoning Ordinance.**

The existing Municipal Zoning Ordinance was adopted by the city in 1972. This ordinance has seen numerous amendments since its initial adoption. It is now necessary to complete a comprehensive revision of the Zoning Ordinance. The successful implementation of this plan is dependent on this revision.

Although, an amendment process should include all zoning district classifications, several specific areas need attention. Several examples include: eliminating the current planned residential review process and replacing it with a generic review process which could be applied to all zoning classifications;

utilization of special use permits to be granted administratively and by the City Planning Commission; eliminate the current C-1 classification and permit commercial uses through a special permit process in the R-4 or A-P districts; establish a new industrial district for warehousing and distribution services; either combine the existing C-3 and C-4 districts or reduce of area designated C-4; create a specific district for public property uses; revise parking requirements and regulations; increase landscaping and buffer requirements, and utilize combined definitions for both the Municipal Zoning Ordinance and Subdivision Ordinance.

- **The City will develop a continual process of amending the zoning map to implement the goals contained in the comprehensive plan.**

A primary concern of the City should be the allocation of sufficient land areas as called for by this plan. This process should encourage neighborhood participation which is balanced with the needs of the community. Specific attention should be given to zoning property to its highest and best use which is already served with public infrastructure. Furthermore, the City should allocate land areas for all densities of residential development and encourage higher density developments in or near centers of intensive activities.

- **The City will encourage voluntary annexation which is concurrent with development and involuntary annexation as necessary to ensure the growth of the City.**

This plan identifies areas to be annexed upon development. This would involve a voluntary annexation process which coincides with subdivision and zoning changes. This plan also identifies areas for involuntary annexation. Annexation of these areas will be necessary for the growth of the community. Since state law prohibits the City from creating islands of non-incorporated areas, involuntary annexation may be necessary to permit the City to grow in an orderly fashion.

- **Undertake a joint planning process with Pottawattamie County to identify development areas and lessen duplicative reviews.**

Through a joint planning process involving Pottawattamie County and the City, specific areas to permit development and areas for preservation of agricultural use should be identified. This would include an execution of a 28E Agreement or similar agreement with Pottawattamie County to coordinate current planning activities within the two-mile limit. This agreement would identify specific areas to permit large lot residential development. This development would not be served with water or sanitary sewer services and would not be incorporated as part of Council Bluffs. Further, such an agreement would lessen the need for duplicative review.

- **The City will adopt an annual five year capital improvement program which is consistent with the goals of this plan.**

The annual adoption of a five year capital improvement program shall involve the City Planning Commission. The Commission will review the capital improvement program for consistency with this plan and make recommendation to the City Council. Specific attention should be given to prioritizing subareas and the provision of public improvements in high priority areas.

- **The City shall increase areas available and designated for multi-family.**

Limited areas exist within and adjacent to the City for multi-family development. Although the future land use plan allocates additional areas for multi-family, continual review will be necessary to ensure that multi-family opportunities are available. Included as part of this strategy is the City initiating rezoning processes prior to receipt of multi-family development proposals.

- **The City will allocate sufficient areas for commercial use in an effort to reduce leakages to other communities.**

The City should promote the full development of the Mall of the Bluffs and Lake Manawa Centre areas by providing adequate public facilities and improvements. The City should also discourage the development of additional Regional Commercial Centers, during the planning period.

The City should designate adequate commercial property to insure development adjacent to major highway corridors. This should include a revision of the existing commercial classifications to reflect past and future changes in transportation and land use. Specifically, appropriate zoning districts for the I-80/Hwy 6 interchange, West Broadway, North 16th Street and South 24th Street areas should be developed to better meet the future needs of the community.

- **The City will allocate sufficient areas for industrial uses and encourage the full development of existing industrial parks.**

The City should discourage the zoning and development of additional land for industrial use until existing industrial tracts are fully utilized. This would involve down zoning property zoned industrial which is located south of I-80 and west of Indian Creek and property located to the south of the Lake Manawa Centre. The creation of additional industrial areas should be limited to areas in need of redevelopment and that are project driven.

Continual evaluation should be undertaken to identify other potential industrial areas which could be down zoned that are adjacent to residential and commercial areas.

The development of an additional land use classification for transportation, wholesale, assembly, and distribution type activities is necessary.

The Industrial Foundation and the City should develop a specific capital facilities improvement program for the INRIP and Tract II industrial parks.

• **Develop appropriate regulations and practices which preserve environmentally sensitive areas which are balanced with the need for development.**

Regulations to control grading and filling activities are necessary. These regulations should discourage the excavation of the Loess Hills. Further, through subdivision procedures, the development of the Loess Hills with steep slopes should equally be discouraged. Another option is the acquisition of easements or property to preserve highly visible Loess Hills or the development of an overlay district to regulate development on environmentally fragile areas.

Enforcement of municipal codes and regulations which relate to the installation and removal of underground storage tanks should be continued. This would include joint efforts with the Iowa Department of Natural Resources on the prevention and clean-up of contaminated soil by seeking available funding for the clean-up of contaminated soil. In the process of updating the zoning code, locational requirements and buffers for land uses involving the storage of explosive or hazardous materials should be strengthened.

The Missouri River floodway should remain in its present open space or recreational classification. The City should continue to participate in federal flood insurance programs and should to implement flood plain regulations. Also, the City should review and identify specific improvement projects or actions which could reduce flood hazards associated with Indian and Mosquito Creeks.

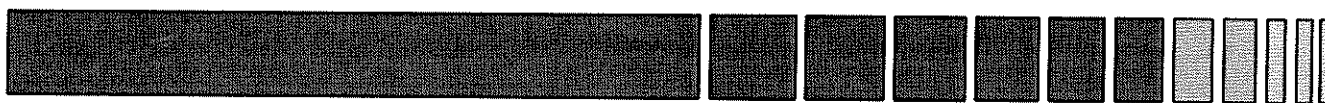
• **Establish a development strategy for the Missouri riverfront.**

The City should participate in development opportunities associated with the Missouri River flood plain. This would include the development of a specific riverfront development strategy. The emphasis of this strategy should be the development of passive recreational uses which are coordinated with other recreational opportunities in the metropolitan area and Southwest Iowa. This should include implementation of activities

outlined by the "Omaha-Council Bluffs Metropolitan Trails: Pathways to the Future" prepared in 1991 by the National Park Services. Opportunities under the Missouri River Corridor Project should be fully examined and implemented upon identification. Further, the City should identify the development of parks and recreational activities to replace existing facilities which will be lost as a result of the development by the Western Historic Trails Center and potential riverboat gaming.

The need for riverfront development strategy will be increased if proposed riverboat gaming facility is developed. Due to the preliminary nature of riverboat gaming, this plan provides limited guidance on the location and service needs of riverboat development. However, it is recommended that amendment procedures outlined in Chapter 9 be utilized prior to the finalization of riverboat development. A specific subarea plan should be prepared which outlines specific public facility improvements and land use.

Housing



CHAPTER 5 HOUSING

INTRODUCTION

The housing **component of the comprehensive plan** serves to profile and analyze the existing housing stock in the City of Council Bluffs. It also determines the demand for housing activities during the planning period. The following information includes documentation on pertinent census information, identification and analysis of housing characteristics and future demand. The concluding component of the chapter identifies **housing action strategies**. These action strategies represent the recommended steps or activities needed by the City to successfully implement housing development in the community. The development of these strategies are a result of the citizen participation process and the projection of housing demand in the City of Council Bluffs.

It should be the goal of any community to provide safe, decent and affordable housing for its residents, regardless of race or social and economic status.

GOALS AND POLICIES

Specific **goals and policies** to guide housing activities in Council Bluffs are as follows:

Goal 1 - Maintain the current population and attract new residents of Council Bluffs by providing access to a variety of safe, decent and affordable housing types.

Policies:

- 1.1 Improve on existing and develop new organizational relationships to create affordable housing.
- 1.2 Identify and change legal and institutional regulations and policies which impede or prevent the development of affordable housing.
- 1.3 Develop affordable housing programs.
- 1.4 Promote additional housing to attract current commuter populations.

- 1.5 Promote and encourage the development of housing with a variety of styles, prices, densities, quantities, and locations in Council Bluffs.

Goal 2 - Protect and preserve existing rental and owner occupied residential areas and housing units.

Policies:

- 2.1 Maintain and expand housing rehabilitation programs.
- 2.2 Target and secure funding sources for the expansion of new housing programs.
- 2.3 Encourage adaptive reuse of downtown buildings for residential development.
- 2.4 Strengthen existing housing code requirements and activities.

Goal 3 - Encourage rehabilitation and new construction of housing for persons having special needs.

Policies:

- 3.1 Provide an adequate supply of affordable housing in Council Bluffs for persons with disabilities.
- 3.2 Encourage the development of transitional housing, with supportive services.
- 3.3 Foster the development of intermediate housing and associated services for special consumer groups.

EXISTING HOUSING CONDITIONS

1. Community Housing Profile

The Council Bluffs housing stock is comprised of a variety of housing types ranging from single family homes to large scale multi-family structures. The highest percentage of residential land area is occupied by single family homes. Multi-family residential land is presently deficient in Council Bluffs, based on today's planning standards. Table 5.1 identifies both the 1980 and 1990 Council Bluffs housing stock, based on census data. During the 10 year period 1980 to 1990, an estimated 295 units of housing were added to the City's housing stock; an average of 29 units per year. In 1990, the total housing stock in Council Bluffs equaled 22,244 units. Since the 1990 census, an estimated 140 units have been added to the community's housing stock, to equal an estimated 22,385 housing units existing in Council Bluffs today (1994).

**TABLE 5.1
HOUSING STOCK PROFILE
COUNCIL BLUFFS**

<u>Inventory Change Profile*</u>	<u>Council Bluffs</u>
1980 Stock	21,949
1990 Stock	22,244
Change - Total Units	+295
Total Percent	+1.3%
Annual Units	+29
Annual Percent	+.1%
<u>Housing Stock**</u>	<u>1980</u> <u>1990</u>
Lack Complete Plumbing	428 (1.9%) 84 (0.4%)

*Total housing units

Source: 1980 and 1990 Census
Hanna:Keelan Associates, P.C., 1994

Table 5.2 identifies the number of housing units per structure in Council Bluffs, in 1980 and 1990. Structures with 1 unit decreased 5.3 percent during the 10 year period, but still in 1990 comprised 71 percent of the total structures. Between 1980 and 1990, all other structure types increased in number. A total of 318 mobile homes were added to the Council Bluffs housing stock between 1980 and 1990. Structures of 2+ units increased 919 units during this period.

**TABLE 5.2
NUMBER OF HOUSING UNITS PER
STRUCTURE
COUNCIL BLUFFS**

	<u>Council Bluffs</u>		
<u>Units Per Structure</u>	<u>1980*</u>	<u>1990</u>	<u>% Change</u>
1 Unit	16,783	15,887	-5.3%
2 to 9 Units	2,437	2,897	+18.9%
10 or More Units	1,957	2,416	+23.5%
Mobile Homes, Trailer, and Other	726	1,044	+43.8%
Total	21,903	22,244	+1.6%

* Does not include vacant seasonal and migratory

Source: 1980 and 1990 Census
Hanna:Keelan Associates, P.C., 1994

2. Housing Occupancy/Vacancy

Table 5.3 describes housing tenure and occupancy status by unit bedroom size in Council Bluffs for 1990. Overall, at the time of the 1990 Census, an estimated 5 percent of the City's housing stock was vacant. This included 585 vacant rental units and 528 vacant units for sale or vacant for other reasons. The 5 percent vacancy would typically provide for an ample amount of available housing. **The fewest amount of vacant rental units were units of 3 or more bedrooms.**

The homeowner vacancy rate was only 1.3 percent, in 1990. This low vacancy rate would indicate a need for additional homes for sale in Council Bluffs. Additional homeowner units would need to be of a 3+ bedrooms type.

**TABLE 5.3
HOUSING UNITS BY BEDROOM SIZE
AND OCCUPANCY STATUS
COUNCIL BLUFFS**

<u>TYPE</u>	<u>0-1 BEDROOM</u>	<u>2 BEDROOM</u>	<u>3 OR MORE BEDROOM</u>	<u>TOTAL</u>
Renter Occupied Units	2,855	3,058	1,232	7,145
Owner Occupied Units	587	4,644	8,755	13,986
Vacant Units of Renter	281	228	76	585
Vacant Units for Sale	14	64	105	183
Other Vacant Units	<u>116</u>	<u>139</u>	<u>90</u>	<u>345</u>
Total Units	3,853	8,133	10,258	22,244
Homeowner Vacancy Rate	1.3%			
Rental Vacancy Rate	7.6%			
Overall Vacancy Rate	5.0%			
Source: 1990 Census Hanna:Keelan Associates, P.C., 1994				

3. Age of Housing Structures

The age of housing structures in Council Bluffs, for 1990, is identified in **Table 5.4**. A total of 33 percent of the housing stock was over 50 years of age. In contrast, only 9 percent of the housing units in Council Bluffs had been constructed since 1980. The highest number of housing units built in a 10 year period, since 1939, was 4,255, between 1950 and 1959. **Census information also revealed, the highest percentage of older housing was occupied by persons or families of very low- to low-income.**

**TABLE 5.4
AGE OF STRUCTURE
COUNCIL BLUFFS**

<u>Years of Construction</u>	<u>Age in Years</u>	<u>Number</u>	<u>% of Total</u>
1989 to March 1990	0-1	216	1%
1985 to 1988	2-5	836	4%
1980 to 1984	6-10	824	4%
1970 to 1979	11-20	3,381	15%
1960 to 1969	21-30	3,383	15%
1950 to 1959	31-40	4,255	19%
1940 to 1949	41-50	1,945	9%
<u>1939 or Earlier</u>	<u>50 or More</u>	<u>7,404</u>	<u>33%</u>
Total		22,244	100%

Source: 1990 Census
Hanna:Keelan Associates, P.C., 1994

4. Housing Values

Housing value trends and projections in Council Bluffs, for both owner and rental housing units are presented in Tables 5.5 and 5.6. Utilizing the proposed one percent annual growth goal, established by the City, it is estimated at least 15,500 owner occupied housing units will need to exist in Council Bluffs by 2004; an increase of 26 percent from 1990. The estimated median value of this housing will be \$74,500, compared to \$44,500 in 1990. The number of housing units with higher values (\$150,000+) will increase at the fastest pace, between 1990 and 2004, while the overall number of

lower and moderate priced housing will decrease or remain stable. The lower cost housing will generally exist in the most inner sections of the City. The potential exists for an estimated 9,095 rental units to exist in the Council Bluffs by 2004.

This would equal an estimated 225 new construction or converted units per year, and an overall increase of 32 percent for the period 1990 to 2004. Median rent in Council Bluffs will be an estimated \$510 by 2004; an increase of 65 percent during the 14 year period.

TABLE 5.5
OWNER HOUSING VALUES AND PROJECTIONS
COUNCIL BLUFFS

	<u>1990 Census</u>		<u>2004</u>	
	<u>Units</u>	<u>Percent to Total</u>	<u>Units</u>	<u>Percent to Total</u>
Less than \$50,000	7,633	62.0%	3,735	24.1%
\$50,000 - \$99,000	4,222	34.3%	7,005	45.2%
\$100,000 - \$149,999	335	2.7%	3,930	25.4%
\$150,000 - \$199,999	86	.7%	560	3.6%
\$200,000 - \$299,999	31	.2%	190	1.2%
<u>\$300,000 or More</u>	<u>8</u>	<u>.1%</u>	<u>80</u>	<u>0.5%</u>
Total	12,315	100.0%	15,500	100.0%
Median Value	\$44,500		\$74,500	

Source: 1990 Census
Hanna:Keelan Associates, P.C., 1994

TABLE 5.6
CONTRACT RENTS AND PROJECTIONS
COUNCIL BLUFFS

	<u>1990 Census</u>		<u>2004</u>	
	<u>Units</u>	<u>Percent to Total</u>	<u>Units</u>	<u>Percent to Total</u>
Less than \$250	2,009	29.3%	600	6.6%
\$250 - \$499	4,658	67.8%	3,825	42.0%
\$500 - \$749	201	2.9%	4,425	48.6%
\$750 - \$999	2	.0%	180	2.0%
<u>\$1,000 or More</u>	<u>1</u>	<u>.0%</u>	<u>65</u>	<u>0.8%</u>
Total (Specified)	6,871	100.0%	9,095	100.0%
Median Rent	\$309		\$510	

Source: 1990 Census
Hanna:Keelan Associates, P.C., 1994

**TABLE 5.7
LOCAL AFFORDABLE HOUSING OPTIONS
COUNCIL BLUFFS
1993**

• **Project Based Tenant Assistance**
Private Profit/Nonprofit

<u>Project Name</u>	<u>Section/Account</u>	<u>Units</u>	<u>Type</u>
North Avenue Tower	221d4	100	Elderly
Woodbury Pines II Apts.	221d4	100	Family
Echo Park Apts.	221d4	100	Family
Maple Park Apts.	221d4	51	Elderly
Bluffs Towers	236	70	Elderly
Place Thirty-Five	236	146	Family
Northgate Apts.	221d3/BMIR	66	Family
Twin City Square	221d3/BMIR	60	Family
Camelot Village	202	37	Elderly
Maisons Denree II	202	30	Handicap
Total		790	

• **Housing Authority**

<u>Project Name</u>	<u>Section Account</u>	<u>Units</u>	<u>Type</u>
Regal Towers	Public Housing	210	Elderly
Dudley Court	Public Housing	85	Elderly

• **Tenant Based Assistance**

		295	
Section 8 Certificates	-292	-292	
Section 8 Vouchers	-237	-237	

Total **529**

Source: City of Council Bluffs
Hanna:Keelan Associates, P.C., 1994

rehabilitation. An estimated **1,150 owner** units should also be **removed** from the community housing stock due to their present physical condition. These units are in a physical state of dilapidation and represent a threat to the general health, safety and welfare of the occupants, as well as the community as a whole. An estimated **2,300 units**, or **30 percent** of the **rental housing stock** in Council Bluffs is in need of **moderate to substantial rehabilitation activities**. An additional, estimated **925 rental units** should be **demolished**, due to their poor or dilapidated condition.

**TABLE 5.8
HOUSING CONDITIONS
COUNCIL BLUFFS
1994**

<u>Type</u>	<u>Total</u>	<u>Needing Rehab.</u>	<u>Needing Removal</u>
Owner	14,665	3,990	1,150
Renter	7,720	2,300	925
Total	22,385	6,290	2,075

Source: 1990 Census
Community Development Department, City of
Council Bluffs
Hanna:Keelan Associates, P.C., 1994

5. Affordable Housing Options

Affordable housing options in Council Bluffs are identified in **Table 5.7**. A total of **1,085 project based units** exist in the City. Each of these projects report either no or few vacancies. **Tenant based** assistance totals **529 Section 8 Vouchers or Certificates**. In total, **1,614 affordable housing options** exist in Council Bluffs. This equals an estimated one affordable housing option per 6.5 renter households and one option per 2.2 low- to moderate-income family.

STRUCTURAL CONDITIONS

The 1990 census identified a total estimated 22,244 housing units in Council Bluffs. This amount today (1994) equals an estimated **22,385 units**. An estimated 65.5 percent are classified as owner units either occupied vacant or for sale, with the remaining 34.5 percent as rental units.

Table 5.8 identifies the number and type of housing units in Council Bluffs presently in need of rehabilitation or removal.

An estimated **3,990 units**, or 27 percent of the owner housing stock is in need of **moderate to substantial**

HOUSING PLAN

The housing stock of a community is considered a basic necessity and an adequate supply of safe and decent housing is a key factor in a community's social and economic well being. As stated throughout this comprehensive plan, the City of Council Bluffs provides a variety of housing types for its population. The City makes a true effort to encourage both the construction of new and rehabilitation of existing housing. As previously stated, presently, an estimated **22,385 housing units** exist in Council Bluffs. An estimated 3 to 4 percent of these units are vacant; a high percentage are vacant due to their present "poor" or dilapidated condition.

Also discussed, was the **condition** of housing in Council Bluffs. An estimated 28 percent of the housing stock is in need of rehabilitation, with an additional 9 percent in need of removal.

- **Population Growth vs. Housing Need**

By 2004, it is estimated **59,350 persons, or 24,625 households** will reside within the City of Council Bluffs, if the goals, policies and action strategies identified in this Comprehensive Plan are met. The proposed 2004 population base, combined with a required vacancy rate of at least 5 percent would produce a potential housing demand of **2,350 housing units**, or 235 units per year for the next 10 years. An estimated one fifth of this housing demand, or 425 units would be achieved by the annexation of developed areas adjacent to the City. An estimated 90 to 95 percent of these annexed units would be of an owner occupied type. **This would reduce the need for new housing units to an estimated 1,925 units. An estimated 1,575 of these units should be rental and 360 units of an owner type.** This new housing unit demand combined with the need to replace existing units in either "poor" or "dilapidated" condition (Table 5.8) would escalate the estimated annual housing demand in Council Bluffs to 400 units, or **4,035 total units** during the 10 year planning period. **Of this total, an estimated 2,525 units should be of a renter type and 1,510 should be owner units.**

- **Community Capacity/Housing Absorption Rate**

The total potential housing demand for the City of Council Bluffs needs to be compared with the **community's capacity** to produce housing. This includes measuring the many components of housing developments, including the availability of land and infrastructure, public and private financing and construction trades.

A general review of these capacity components for the City of Council Bluffs implies the community needs to select a **housing (development) absorption rate** appropriate to its capacity. A standard to follow in selecting an absorption rate is to restrict development to no more than 50 to 60 percent of the estimated, potential housing demand. This would allow the community to approach housing development in a "conservative" manner and prevent over-development and/or saturation of the housing market. Over-development of the housing market could escalate the community's vacancy rate and have a negative impact on both the value and marketing potential of the new and existing housing stock. A 60 percent absorption rate would require the Community of Council Bluffs to develop at least **2,421 housing units, or 242 units per year for the next 10 years. This amount (242 units) should include at least 91 owner occupied and 151 rental units.**

- **Housing Demand/Type**

Table 5.9 identifies the recommended future housing types for Council Bluffs. An estimated 1,515 or 62.5 percent of the recommend total housing demand (2,421) should be of a **renter type**. Emphasis needs to be placed on the construction of two and three-bedroom housing/apartment units. Attention should also be given the development of congregate, or assisted care housing units to serve the needs of older adults and the frail elderly.

Future owner occupied housing activities should address the needs of first-time homebuyers with the development of entry level single family housing. This housing should be built and sold for \$55,000 to \$70,000. A strong need also exists for additional moderate income single family housing units in the range of \$75,000 to \$95,000.

Housing for special population groups, such as the physically and/or mentally disabled will be required in the community to provide a full-range of housing options.

Based on income information previously presented in this plan, an estimated 60 percent of all new rental housing and 40 percent of new owner housing should be developed for the very-low to moderate-income households.

TABLE 5.9
RECOMMENDED HOUSING TYPES
COUNCIL BLUFFS
1994 - 2004

<u>Renter</u>		<u>Owner</u>	
•One-Bedroom Apartment	165 Units	•Entry Level/Single Family	210 Units
•Two-Bedroom Apartment	650 Units	•Moderate/Upper Income Single Family	395 Units
•Three- or more Bedroom Apartment	325 Units	•Mobile Home	200 Units
•Special Populations	50 Units	•Special Populations	35 Units
Elderly Congregate	200	•Elderly Housing	<u>66 Units</u>
Elderly Independent	<u>125</u>		
TOTAL	1,515 Units		906 Units

Source: Hanna/Keelan Associates, P.C., 1994

1. Housing Development

The creation of a new and improved housing stock in Council Bluffs will depend on the implementation of development activities by both the public and private sectors. A program to remove substandard housing and, if necessary, relocate tenants will be needed to improve the overall character of the City as well as to provide a safe and decent housing stock. New construction activities, to create both modern owner and renter housing, will need to be implemented as soon as possible. The strategic planning and locating of these units will heighten the City's opportunity to grow.

The City of Council Bluffs should create and implement a **10 year housing initiative**, in effort to meet its future population goals. This housing initiative should be developed by a team of concerned citizens from both public and private industry.

2. Affordable Housing

The City of Council Bluffs Comprehensive Housing Affordability Strategy, or CHAS is the **single most important housing document** to the Community. Title I of the National Affordable Housing Act of 1990 requires, in order to apply for certain U.S. Department of Housing and Urban Development program funds, local governments must have an approved CHAS.

The purpose of the CHAS is to provide an action-oriented management tool for local governments, first to identify housing needs then to identify the resources and programs that can be utilized to address them.

The CHAS is comprised of three primary components for ease of preparation and organization. Collectively, these components are:

* A Community Profile Describing:

-- The affordable housing needs of very low income, low income and moderate income families, homeless families and individuals, and others with special needs who require supportive services; and

-- The characteristics of the housing market and the existing stock.

* A Five Year Strategy for housing investment; and

* A One Year Strategy for applying available resources to the needs identified.

The ultimate goal of this CHAS is to provide a five-year plan and annual goals to serve as a "working guide" for the application of resources to address the housing needs in the City of Council Bluffs. **Table 5.10** identifies affordable housing needs for Council Bluffs, as outlined by the CHAS.

CHAS Table 1C
Housing Assistance Needs of
Low & Moderate Income Households

U.S. Department of Housing and Urban Development
Office of Community Planning and Development
Comprehensive Housing Affordability Strategy (CHAS)
Instructions for Local Jurisdictions

[illegible]² Indicator of income source – Indicator that shows share of LRP

The following action strategies have been prepared in an effort to give the City of Council Bluffs guidance in the implementation of the previously discussed housing plan. These action strategies address a wide range of recommended planning and development activities. These strategies are intended to be illustrative in nature and should not limit other actions which would implement this plan.

***Develop a community wide housing initiative to increase the production of new housing development as called for by this plan.**

A program to increase the capacity of local builders and developers to provide more housing units should be established. This program could concentrate on increasing the number of trades and skilled construction labor in Council Bluffs. Further, the development of additional organizational structures is required to increase housing availability.

The identification of land areas for both rental and owner housing will be required. Areas could include land both inside the corporate units and adjacent to the City. Upon identification, land should be appropriately serviced and designated. Such areas should be compatible with adjacent land uses. However, an appropriate balance between community and neighborhood interests must be found.

A review and modification of local ordinances as it pertains to residential development should be conducted. This should include revisions to the zoning and subdivision codes. This review process should also identify legal and institutional impediments to affordable housing.

***As part of an overall housing initiative, the City should identify and develop financial programs to increase the construction of housing.**

Council Bluffs needs to establish equitable systems of infrastructure financing for development. Such a system should be design to encourage development in the City without incurring excessive risk.

In Council Bluffs, development costs are borne privately. In this system, the private developer absorbs the entire risk of front-end financing. While minimizing public risk, this system increases the difficulty of development. It also can encourage the private sector to minimize initial costs by reducing public infrastructure services. Further, this system has increased the purchase price of a house, while minimizing taxes over the long term. Council Bluffs must develop a system which combines public and private investment.

Affordable Housing

***The City should provide assistance to improve and preserve the condition of 800 low and moderate income occupied housing units.**

To accomplish this action, the following activities will need to be implemented through the City's community development program on an annual basis. These include: the rehabilitation of 50 single family units per year under the target and nontarget area CDBG Rehabilitation Program; the repair of 20 single family units per year under the CDBG Emergency Repair Program; and the rehabilitation of 10 single family units per year under a joint public and private loan program in CDBG target areas. Expanding rehabilitation programs to areas adjacent to the City should also be explored with Pottawattamie County.

***The City and other housing providers should provide assistance to 310 low and moderate income families to purchase and rehabilitate single family structures.**

The City will accomplish this action by utilizing state and federal funding sources available for homeownership assistance. These include: the construction of 20 single family units per year under the CDBG Housing Infill Program; the utilization of Section 8 reserves by the Municipal Housing Agency to assist 10 families purchase a single family home during the planning period; and the acquisition and rehabilitation of 10 single family units per year under various homeownership programs offered through the City.

***The City will encourage the rehabilitation and construction 660 rental units for low and moderate income families.**

Programs and activities which are proposed to meet this goal include: 300 units rehabilitated under a rental rehabilitation program; 160 units constructed by public or non-profit corporations; and 200 additional units under rental assistance programs. These programs should also encourage the adaptive reuse of existing commercial structures in downtown.

***Assist in architectural barrier removal and accessibility modifications for low and moderate income homeowners and renters, develop housing for the frail elderly and persons with physical and developmental disabilities.**

Activities aimed at implementing this strategy will need to rehabilitate and develop 260 units during the planning period. Included in this activity will be the rehabilitation of 60 units under the Barrier Removal Program and the development of 100 rental units under the Section 202 and 811 Programs.

***Provide emergency and transitional housing with supportive services which meets the immediate and intermediate needs of special groups to promote self sufficiency.**

Although the number of units needed to accomplish this strategy is not determined, numerous examples of programs and services can be illustrated. These include: housing and services for the homeless; domestic violence shelter and support; housing and services for runaways; housing and services for persons with chronic illness and developmentally disabled; housing and services for persons with substance abuse problems; homeless prevention education; single room occupancy housing, and housing and services for persons with special needs.

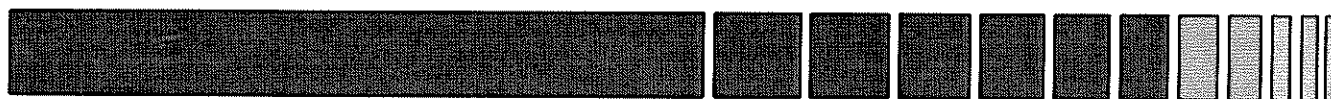
***Continually offer assist to develop and increase the capacity of existing non-profit agencies to provide housing opportunities.**

In an effort to increase the production of affordable housing, additional participation by non-profit organizations will be necessary. Further, non-profit sponsored housing programs can make use of both public and private sector funding sources. Therefore, the City will utilize non-profit sponsors to the maximum extent possible.

***Utilize federal, state, local, and private funding sources to the greatest extent possible for affordable housing programs. Such resources should be identified and routinely made available to individuals and development interests.**

***The City should revise and implement its minimum housing code to include improved inspection of all residential structures in the community. Continued funding for demolition activities will be required. Further, programs for the acquisition, demolition, and redevelopment of blighted sites should be developed.**

Community Development



CHAPTER 6

COMMUNITY DEVELOPMENT

INTRODUCTION

This chapter will address goals, policies, action strategies and procedures for **community development in Council Bluffs**. Community development is a term which encompasses such varied activities as neighborhood redevelopment, urban design, downtown redevelopment, and historic preservation. The underlying theme that unifies these activities is the conservation and reuse of existing urban development and infrastructure.

The exodus of population and investment to the urban fringe has adversely affected older neighborhoods and buildings. The wastefulness inherent in this use-and-abandon type of urban development can be significant. Existing buildings and developments are underutilized or left vacant.

Underutilized urban land and buildings are not the only unfortunate results of inner-city abandonment. A City's unique cultural and historic resources are often abandoned as well. In order to maintain their importance within a community, it must continue to serve a useful purpose, continue to evolve and prosper. These concerns are reflected in the various activities discussed in this chapter.

GOALS AND POLICIES

Specific **goals and policies** to guide community development activities in Council Bluffs are as follows:

Goal 1 - Coordinate economic development efforts with community development and revitalization activities which benefit and are accessible to all residents of Council Bluffs.

Policies:

- 1.1 Encourage community development activities which create permanent or temporary employment opportunities.

- 1.2 Annually review and assess target neighborhoods according to economic need.

Goal 2 - Housing and public facilities improvements coupled with economic development opportunities should be the foundation of community development programming and implementation in Council Bluffs.

Policies:

- 2.1 Focus community development activities to address neighborhood residential and commercial needs.
- 2.2 Identify specific subtarget areas to receive concentrated redevelopment assistance.

Goal 3 - The planning, programming and implementation of community development activities in Council Bluffs should be determined by utilizing a process of qualitative and quantitative analysis which includes public and private groups and individuals residing in neighborhood areas of greatest need.

Policies:

- 3.1 Actively participate in the creation and training of neighborhood organizations.
- 3.2 Encourage nonprofit organizations to participate in community development programs.

Goal 4 - Actively pursue funding sources available from local, state and federal agencies to assist in financing community development activities.

Policies:

- 4.1 Financially support the human resources necessary for community development activities.
- 4.2 Place priority on programs which leverage private financing.

Goal 5 - Promote a more positive community identity for Council Bluffs.

Policies:

- 5.1 The City shall encourage the establishment of appropriate regulations to improve the appearance of existing and new development.
- 5.2 The City shall undertake projects which will improve the appearance of the community.

Goal 6 - Promote a comprehensive redevelopment effort for downtown Council Bluffs.

Policies:

- 6.1 Actively promote and pursue redevelopment and preservation activities in the downtown area.
- 6.2 Establish a downtown development organization to act as a catalyst for development.

Goal 7 - Develop an ongoing historic preservation effort in Council Bluffs through the use of appropriate regulations and programs.

Policies:

- 7.1 Council Bluffs will maintain appropriate regulations aimed at preserving historic resources.

- 7.2 Council Bluffs will develop and implement programs and incentives to assist private and non-profit organizations in preserving historic resources.

Existing Community Development Conditions

Due to the interdisciplinary nature of this topic, a discussion of existing community development conditions in Council Bluffs has been included in the following sections of this chapter. The combination of these two elements into one section was completed in an effort to make this chapter more understandable and should not be viewed as placing less importance on the topic of community development.

COMMUNITY DEVELOPMENT PLAN

This community development plan is comprised of four basic elements. These include: neighborhood redevelopment, urban design, downtown redevelopment, and historic preservation.

1. Neighborhood Redevelopment

The City of Council Bluffs has a varied housing and neighborhood patterns. The City is divided into areas that have aged over the years and areas that contain the newer subdivisions developed since the postwar years. The area of the City below the bluffs and in the vicinity of the railroad yards together with the Central Business District developed first. Then came the expansion outward from these areas, but still in the area below the bluffs. Consequently, prior to World War II, housing was below the bluffs. However, development began to encroach upon the bluff areas. During the 1950's and 1960's, development began to move into the bluffs in those areas that could be adequately served with public utilities. In recent years, development has moved eastward over the bluffs following the transportation network in those areas served with utilities. Consequently, it would appear the City, like many other cities, would have the inner-city and suburban development pattern.

This interesting aspect of the housing patterns is due to location and proximity of residential development to employment centers and the transportation network. However, many new homes have been built in recent years in the older parts of the City.

Thus, creating a housing pattern of homes that have aged mixed with new homes and others that have been exceptionally well maintained. This type of development has encouraged maintenance of residential neighborhoods, which in turn has offered stabilization to the older parts of the City. This is the type of housing pattern that many cities are currently striving to achieve in order to stabilize their inner-city neighborhoods. Therefore, preparation of this plan has been based upon the philosophy that these residential neighborhoods should be maintained for purposes of preventing neighborhood deterioration and the resulting decay of the City's tax base.

It has become apparent in recent years, even though new development has occurred within some of the neighborhoods and some of the property has been exceptionally well maintained, sub-standard housing exists. Much of this housing is capable of being rehabilitated and renovated. The City's community development program is currently providing funds for homeowners to rehabilitate their dwelling units. The City's community development program also is encouraging new construction of single family units in areas experiencing disinvestment. It is evident these programs are needed, by the fact, that approximately 30 percent of all housing units are in need of some form of rehabilitation. Therefore, if the City is to maintain the respective residential neighborhoods, a reinvestment and rehabilitation program is essential. If this is not operated on a continuing basis, there is the possibility that homes in need of rehabilitation may begin to encroach upon neighborhoods to the extent of encouraging deterioration.

Council Bluffs neighborhoods are one of the City's most important assets. The City has some of the metropolitan area's most beautiful districts, combining historic houses with an almost indescribable urban quality. Other neighborhoods, while perhaps more conventional in appearance, provide good living environments at affordable costs. Furthermore, the health of neighborhoods is a measuring stick by which residents gauge the health of the community. Therefore, the existence of strong and viable neighborhoods is very important to Council Bluffs. The City should address concerns that tend to erode neighborhoods and work to increase their ability to improve and govern themselves.

2. Urban Design

Urban design is a discipline that deals with the physical and visual form of a City. The term refers to the process by which the appearance, form, and relationships among landscapes, streetscapes and buildings are intentionally controlled to create a desirable whole. Building materials, setbacks, window patterns, landscaping, street furniture and sidewalks are just some of the components of a City's form that might be regulated under the aegis of urban design.

The rationale for urban design control is established by the desire to enhance the City's visual and environmental qualities. Contrary to common criticism of urban design, these qualities far transcend purely aesthetic objectives. Maximizing the human vitality and economic health of the City is the principal objective. By enhancing the City's overall image, attractiveness and livability, urban design assists in creating an environment in which people will want to live, work, and recreate.

This section of the Council Bluffs Comprehensive Plan is intended to provide the framework in which urban design-related development decisions may best be made. The improvement of urban design is a mission that affects and involves all residents. Council Bluffs should work to establish a strong awareness of its environmental resources and a community ethic that produces an attractive City.

To develop a realistic and responsive policy, it is first necessary to discuss the principal areas that most readily deserve urban design attention. These include:

Central Business District - The central business district in Council Bluffs is characterized by 19th-century and early 20th-century architecture, compact development, sidewalk-abutting buildings, and an overall well-defined urban form. The result is an environment potentially conducive to pedestrian-oriented communication and exchange of goods and services. The scale and bulk of the buildings, with their proximity to the street, creates a perception of enclosure and intimacy.

West Broadway and North 16th Street Areas - Several major commercial areas in Council Bluffs are located along the entire length of West Broadway and North 16th Street. Both areas are characterized by a main thoroughfare characterized by strip-commercial development.

With the exception of a few blocks of older buildings abutting the sidewalk, most commercial establishments along West Broadway are far removed from the street and separated by vast parking lots. This creates an undefined, amorphous urban form which lacks a sense of enclosure and definition. The right-of-way is expansive, with four lanes of traffic, a left turning lane and sidewalks. Little or no relief in the form of landscaping or other amenities exists to mitigate the expansive pavement. The pedestrian on West Broadway is poorly accommodated, with badly marked and minimal crosswalks, expanses of pavement on either side of the sidewalk, little vegetation or landscaping. In addition, proliferation of competing signage along the route lends a character of visual disarray to the area. This hodgepodge of signs may even have a counter-productive commercial effect by confusing and repelling the potential shopper.

Industrial Districts - The industrial, manufacturing, and warehousing districts of Council Bluffs are typical of a midwestern railroad town. An expansive network of railroad lines cross the City's industrial sections, often creating barriers for through traffic in these areas. While the character of the industrial areas may be harsh and unappealing, their relationship with surrounding residential and commercial neighborhoods is of greater importance. Some areas of industrial-residential proximity, by virtue of terrain, vegetation or other conditions, are successful in the separation of these uses. In other parts of the City, however, commercial and industrial encroachment into residential neighborhoods is both physically and perceptually a problem.

Interstate Areas - Commercial areas located adjacent to freeway interchanges are characterized by tall, competing and auto-oriented signage. Many strips of commercial development radiate out in all directions from the interchanges, leaving those uses located at the extreme edges with tall, over-sized signs as their only recourse in competing with the establishments closer to the interchange. Automobile traffic should be better accommodated in these high volume travel areas.

The potential exists for better planning of these activity centers to reduce auto congestion, reduce excessive signage, and encourage more complementary and compatible development.

3. Downtown Redevelopment

Downtown Council Bluffs has been a focus of both great community consciousness and major redevelopment efforts during the last two decades. Downtown is of extreme importance to Council Bluffs residents. Locationally, all roads lead to downtown. Therefore, it is impossible for community residents to avoid or ignore. This central location is both an important advantage and a source of frustration to people, who measure the strength of the City by the health of downtown.

Because of this central importance, Council Bluffs has made efforts to strengthen and develop downtown. In the early 1970's, Council Bluffs utilized its urban renewal powers to complete Midlands Mall, a three-anchor regional shopping mall served by a public parking structure. Again, in 1983, faced with potential redevelopment opportunities and concerned about stagnation of Downtown, the City again embarked upon a major redevelopment effort, resulting in the clearance of existing buildings and the construction of the Redland Insurance Building.

In spite of these efforts, downtown redevelopment has not fully succeeded. Midlands Mall, effected by changing consumer preferences and the development of strong local and regional competition, has experienced rapid decline and is now vacant. Major rehabilitation projects called for in the downtown plan were not undertaken.

Downtown Council Bluffs has many viable strengths. These strengths provide development opportunities that can help the City fulfill its overall vision for its central business district. Used in concert, they can create an active center that will contribute greatly to the life of the community.

4. Historic Preservation

Historic preservation of commercial, industrial, and residential buildings best exemplifies the recycling of urban infrastructure. Historic sites and buildings are valuable community resources. These resources can take on new importance and value.

A variety of laws have been enacted which encourage historic preservation through incentive programs. These incentives are available for rehabilitation of old buildings that conform with the Secretary of Interior's Standards for Rehabilitation. These standards are designed to ensure sensitive rehabilitations that preserve the original architectural integrity of a structure.

This plan element is intended to establish and reinforce policies and implementation measures designed to curb urban disinvestment and to encourage the preservation and reuse of existing historic resources.

ACTION STRATEGIES

The following community development action strategies were prepared during the comprehensive planning process, in an effort to assist the City of Council Bluffs in the implementation of important community development activities. These action strategies are intended to be illustrative methods aimed at implementing the four elements which comprise the community development plan.

Neighborhood Development

***The City will review and evaluate project funding requests which include employment activities. Further, the City will develop programs and incentives which are aimed at employment generation which is coordinated with other community development activities.**

The use of CDBG and other public funding for economic development should be aimed at older established industrial areas which are within or adjacent to target areas. Furthermore, the use of urban renewal powers could be utilized to assist in the redevelopment of older commercial and industrial areas jointly with neighborhood redevelopment efforts. Such activities would produce joint planning processes and would produce employment for neighborhood residents, and eliminate blighting influences.

***The City will review target areas and programs on an annual basis utilizing current and relevant data. This effort will be undertaken to ensure the development of programs and policies that are matched to the needs of individual neighborhoods.**

Individual neighborhoods have special needs and situations. Therefore, City policy and programs aimed at neighborhoods should be individualized. For example, neighborhoods like Northside and Tinley are effected by surrounding land uses, older housing, and isolation by both natural and artificial features. In these neighborhoods, major rehabilitation, code enforcement, and spot redevelopment are appropriate strategies. On the other hand, essentially stable neighborhoods like Wilson/Meyer/Roberts and Dodge/DeForest require conservation and some rehabilitation, and would be excellent targets for standard rehabilitation programs. This strategy can only be achieved through planning and programming efforts which involve neighborhood residents.

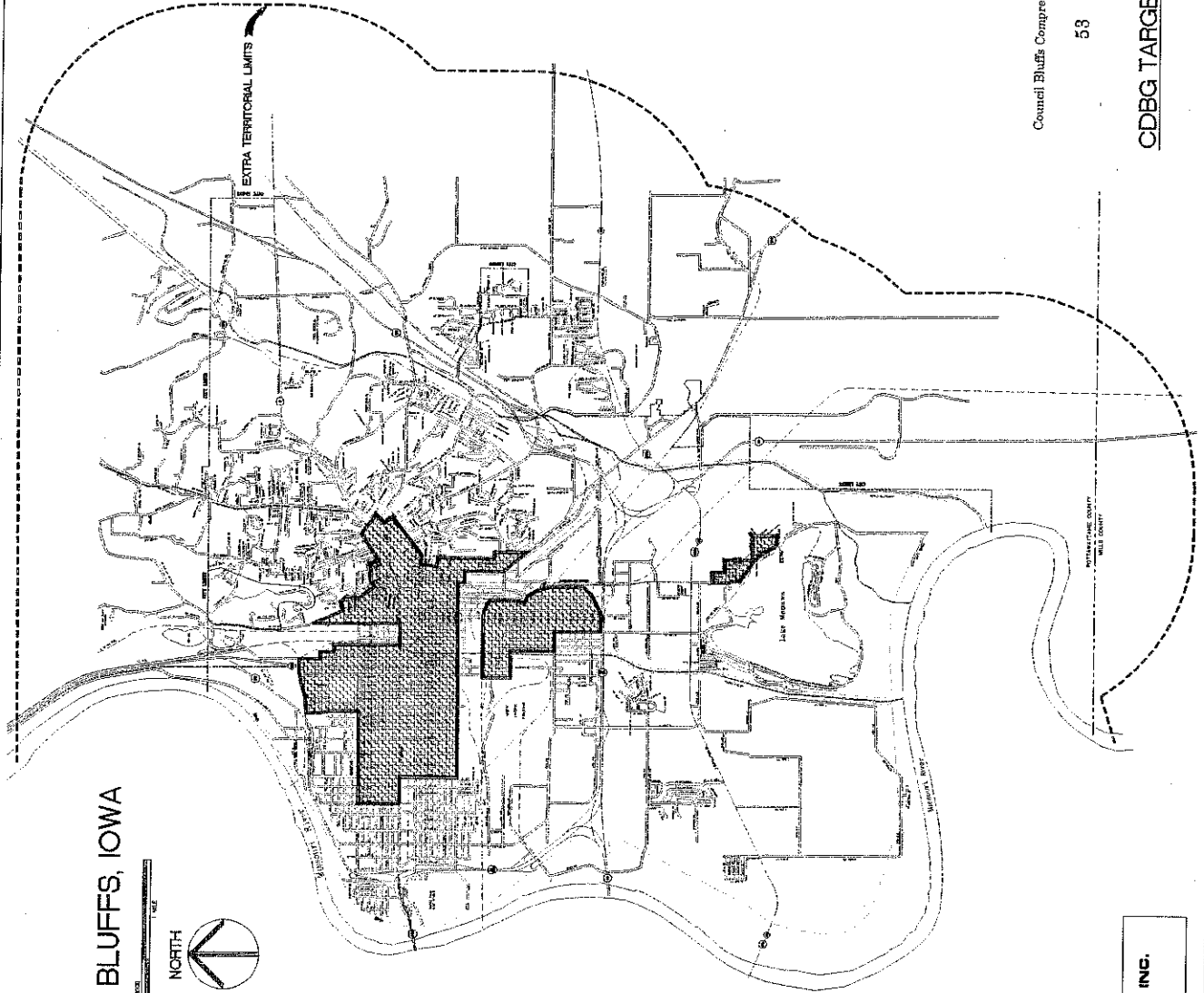
***The City's long term community development objectives will place emphasis on neighborhood activities which result in private development.**

Direct loan and grant programs, which finance the entire project cost from public funds, severely limit the amount of work that the City can accomplish. Leveraged programs, which combine public and private funds, can be instrumental in increasing the overall production and access to community development programs. A leveraged loan program could combine CDBG funds with market rate loan funds to produce a blended, below market interest rate. For example, a lender may commit a pool of loan funds at market rates while CDBG funds provide a buy-down of the loan to a lower interest rate.

***Assist in the development of neighborhood based and non-profit organizations.**

This action should attempt to develop organized neighborhood coordination through the subtarget area planning concept. This could be further fostered by developing and implementing a program for funding small neighborhood improvement projects.

COUNCIL BLUFFS, IOWA



Specific funding amounts should be preserved for non-profit organizations involved in housing and community development activities. Increased program production will only result with the active participation and growth of non-profit providers. Further, active participation of non-profit organizations in community development planning and programming should be encouraged. This encouragement could be provided through a recognition of various projects on an annual basis. Further, the use of non-profit providers would assist the City's goals of leveraging public funding.

***The City will actively pursue sources of available funding from local, state, and federal agencies to assist in the financing of community development activities.**

***Through the urban renewal process and with the involvement of neighborhood residents, prepare a specific redevelopment plan for target subareas.**

Housing and neighborhood redevelopment programs are targeted to several large areas. Therefore, development programs are spread over a large area which can minimize the intended impact. Specific areas need to be identified which could receive intensive investment by various community development programs. Such programs would include rehabilitation, new construction, acquisition and demolition of neighborhood intrusions, and limited public facility improvements. In order to develop a successful program, the involvement of neighborhood residents is essential. Target subareas should be defined which would have a high degree of impact, a reasonable level of owner-occupancy and good resident participation. Several areas of the City's current target areas which could receive this type of concentrated effort include the area between North 13th Street and 16th Streets or the 23rd Avenue area from South Expressway to Indian Creek.

Urban Design

***Council Bluffs should develop improved development regulations governing design issues, including landscaping, buffering, and signage.**

In a relatively low density community like Council Bluffs, issues like building coverage and bulk are less important than features that in one way or another affect the character of open space. The most important variables in Council Bluffs include landscaping,

buffering, and signage. Directions for new regulatory change include: 1) Landscaping - New controls should provide for adequate landscaping along the street and within the interior of parking lots. This can be accomplished through requirements for a minimum depth of landscaping adjacent to front property lines; minimum requirements for parking lot interior landscaping; and restrictions on the total amount of impervious surface coverage on a building site. 2) Buffering - Buffering affects the nature of separation between two incompatible land uses, such as commercial loading docks and single family residences. Controls can require both horizontal and vertical separations, designed to screen the negative effects of more intensive land uses. 3) Signage - Uncontrolled signage can sometimes dwarf buildings in an auto-oriented urban landscape. A sign regulation program may budget signage on the basis of size of a building site; provide incentives for less intrusive ground and building wall signs; and require minimum spacing requirements for on and off-premise signage.

***Council Bluffs should develop performance standards to govern development in environmentally sensitive areas.**

The loess hills create a special environment that demands protection. Some parts of the hills may be acquired and preserved as parks in an undeveloped state. However, the cost of acquiring and operating parks in all of the City's hill areas is prohibitive. In addition, the hills are a development asset that can aid the long term growth of the City. Development of the hills should be governed by performance standards that protect them from erosion and unnecessary disturbance. In addition, standards should preserve the face of the bluffs. These performance standards could be incorporated into special zoning district that would cover vulnerable hill environments.

***The City should establish an inter-departmental committee to review all public improvements to ensure good urban design.**

***The City should continue to fund the West Broadway improvements program on an incremental basis, completing the entire project within ten years.**

Major improvements on West Broadway are expensive and disruptive. An incremental program allows completion of the project in more affordable pieces. However, it is vital that the city's commitment to complete the entire project remains strong. Project priorities should focus on elements that have the most immediate visual image effects. These items include burial of electric lines, street lighting, banners and graphics, and landscaping.

In addition to undertaking public investment, specific design standards for the corridor. The corridor may be viewed as a special zoning district, carrying its own special standards. These standards should support the aesthetic improvements being installed throughout the West Broadway improvement project. Design standards should include the elements previously outlined in this chapter.

Upon completion of the West Broadway Project, efforts should be undertaken on the North 16th Street corridor. A North 16th Street project should place emphasis on assembling property for private commercial and high density residential development.

***Council Bluffs should develop a redevelopment plan for its mid-City railroad corridor.**

The mid-city railroad corridor is an important barrier dividing the east and west parts of Council Bluffs. The corridor also has generated adjacent industrial land uses that have a negative impact on residential areas to both the east and west. The City can reasonably expect changes in land use within this corridor over the next fifteen years. Continued evolution and consolidation of the railroad industry will require less land to be used for transportation purposes. In addition, nearby marginal industrial land uses may also become less viable. The City should take advantage of these changes by planning for the long term future of this corridor. The process should then define potential development sites, public improvement requirements, and financing partnerships appropriate for implementation. Over a long period, redevelopment of the railroad corridors could generate new communities that bridge the gaps between formerly divided parts of the City.

Downtown Redevelopment

***Update the downtown plan in conjunction with the establishment of a Downtown Development Organization and allocation of sufficient resources to support redevelopment.**

Downtown Council Bluffs has changed considerably since the completion of the 1983 plan. Although some elements of that plan have been implemented and other components remain very valid, a revision of the plan should be accomplished to provide an incremental investment and design program for the center. The plan update process should strive to build a strong community consensus behind the development program. A revised downtown plan should also establish the framework for future development and continuity throughout the district.

***Revitalize Midlands Mall as a business and commerce center.**

The City has a large stake in Midlands Mall, because of its ownership of the center's parking garage and the dominant site the mall commands in downtown. The unsuccessful mall splits the active retail district to its east from the office area to its west.

It's role as a regional shopping center has been removed by Mall of the Bluffs and the Lake Manawa Centre. However, its situation is not entirely negative. A reuse plan must account for existing resources; as well as surrounding market opportunities. However, any reconfiguration of the mall must serve to add energy and activity to downtown. A use program that simply fills the mall's floor area without adhering to this principle will not be in the long-term interest of the revitalization of the central business district.

***Encourage the adaptive reuse of older commercial structures for residential use.**

Through various state and federal programs, the City should actively seek funding for the residential reuse of older commercial buildings. The City's need for affordable housing of all types is well documented in previous chapters of this plan. Over the next ten years, the City should cause the creation of 100 units of housing through the conversion of older commercial buildings to residential and mixed uses.

***Utilize available resources to establish and develop the capacity of a downtown development organization.**

With the resources available complete a citizen based process of establishing a downtown development organization. Downtown development in Council Bluffs requires an ongoing private sector presence to manage and facilitate investment projects. Development organizations are effective in coordinating and, in some cases, sponsoring development efforts.

A downtown Council Bluffs organization can act in a number of ways. Such a group could be a vehicle for redevelopment of smaller projects in other areas by serving as a general partner in partnership arrangements utilizing historic tax credits. Additionally, a corporation could be involved in larger projects, involving substantial land acquisition. Finally, a corporation may serve as a catalyst for private, for-profit development.

A downtown development organization must recognize that strengthened real estate development is only a part of a full revitalization program. A successful downtown must attract people. Therefore, event planning becomes a vital function for such a group. An ongoing program of events establishes downtown as a place to go and helps to strengthen local business. Creation of a downtown development organization should grow from and help implement an updated downtown plan.

***Create a Self-Supporting Municipal Improvement District (SSMID) to enhance the downtown area.**

Use of the SSMID mechanism could provide additional revenue for a variety of downtown activities and projects. SSMID's are a method by which an area can be established as a separate taxing district to generate revenues for various activities. However, the creation of a SSMID in downtown would require significant property owner participation and direction.

***Increase the area designated C-3 Central Business and decrease area designated as C-4 Downtown District.**

Historic Preservation

***Continue to maintain and strengthen preservation activities through the use of the**

Heritage Preservation Commission and Historic Preservation Ordinance.

***Maintain the City's Certified Local Government (CLG) status with the Iowa State Historic Preservation Office (SHPO).**

Maintaining the City's CLG status provides an opportunity for funding for historic preservation activities. The funding could be utilized for a variety of purposes including historic preservation planning, preparation of historic nominations, and other activities.

***Through the use of zoning regulations, the City should examine the use of conservation districts to preserve historically significant areas.**

Regulations could be developed as an overlay district within the City's Zoning Ordinance and could ensure that new construction activities would be appropriate with neighborhood history, design and scale. Also, use of conservation districts may be an alternative in those areas where designation of historic districts is not possible.

***The City should take an active role in designations of Historic Districts under its landmarks ordinance and in assisting buildings and districts with listing on the National Register of Historic Places.**

These listings provide protection for important historical resources and, in the case of National Register listing, provide tax incentives for the appropriate rehabilitation of historic buildings. The City, through its Community Development Department, should become an active partner in the process of historic preservation. These expanded roles will include making property owners aware of the opportunities available for preservation projects and the processes used for capitalizing on available tax credits and other programs.

***Update the 1982 Historic Preservation Plan.**

As an CLG, the City should seek funding to revise the 1982 Historic Preservation Plan. A historic preservation plan was prepared in 1982 by Jennings, Gottfried/Cheek. A revision of this document should be completed which involves the active participation of historic preservation groups and interests. Upon completion, this document should be adopted as the City's official historic preservation plan. This process should also include the preparation of education materials, which is a key part of a successful preservation program. These materials would be directed at increasing public awareness of the City's history.

***Complete a historical survey of the City of Council Bluffs.**

In 1981, Jennings, Gottfried/Cheek prepared a comprehensive history of the Council Bluffs area as well an inventory of significant structures and sites. Although this study identified numerous historic sites in the West CBD, East CBD, CBD, Harrison, Industrial, Lincoln/Tinley, and Madison areas, a more comprehensive survey is necessary. This survey would also assist the Community Development Department in completing Section 106 review requirements associated with various redevelopment programs.

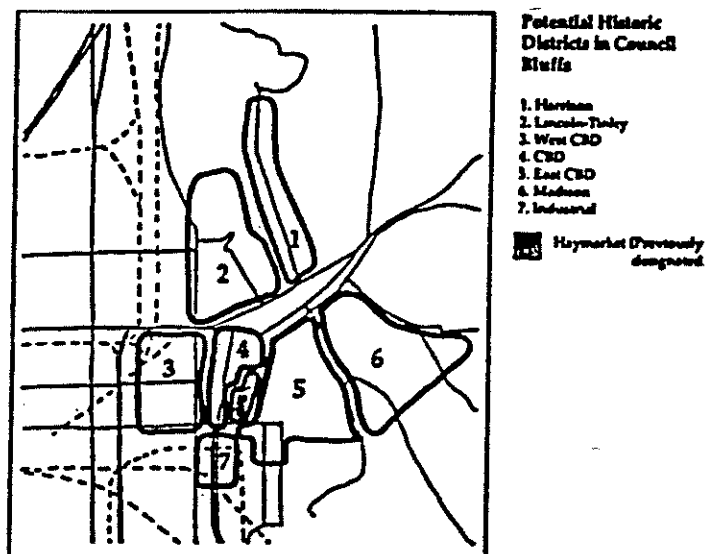
***Continue CDBG funded programs aimed at commercial rehabilitation of historic properties.**

Local grant and loan programs aimed at rehabilitation of commercial properties should be continued and expanded. This program would be targeted to smaller historic commercial properties in the community, with emphasis on older established areas. Funding for these programs could be provided from the City's CDBG program and other non local programs. The City should also program funds to complete public facility improvements in historic areas and sites.

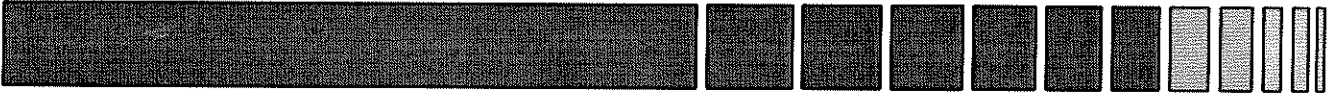
***The City will encourage the formation of new non-profit organizations and develop the capacity of existing organizations involved in historic preservation.**

The business organization associated with the Haymarket Commercial District should be renewed. Renewed interest would assist in programming capital facility projects and maintaining historic preservation programs. Further, efforts should be undertaken to encourage an expanded role for the historical society. An organization of a downtown development organization could easily be tied to historic preservation objectives and activities.

*** Establish a public/private loan program utilizing CDBG funds for the rehabilitation of historically significant residential properties.**



Infrastructure & Facilities



CHAPTER 7

INFRASTRUCTURE AND FACILITIES

INTRODUCTION

This Chapter of the Council Bluffs Comprehensive Plan profiles, analyzes and recommends future **public infrastructure and facilities** needs for the Community during the planning period. The Chapter includes parks and recreation, education, health and elderly facilities, library, public safety, and public utilities and transportation. The discussion of the public infrastructure and facilities is supplemented with **Illustrations 7, 8, 9 and 10**, which depicts the present and future location of pertinent services.

This Chapter begins with a comprehensive listing of **goals and policies**. These goals and policies are developed from information collected via interviews with local officials, field analysis and the community and citizen participation process. The Chapter concludes with a listing of specific **action strategies** to assist community leadership in the long-term maintenance and development of important infrastructure and public facilities.

GOALS AND POLICIES

Specific **goals and policies** to direct future infrastructure and public facility developments Council Bluffs are as follows:

Goal 1 - Plan, program and implement the most effective, safe and cost efficient infrastructure and public facilities systems possible for the community.

Policies:

- 1.1 Annually prepare and adopt a five-year capital improvement program which is consistent with the goals and policies of this plan.
- 1.2 Recognize the need for and improve on intergovernmental and regional cooperation to reduce duplication of effort and avoid public inconvenience.

- 1.3 Maintain design standards and policies for public infrastructure improvements.

Goal 2 - Provide a transportation system throughout the City of Council Bluffs for the safe and efficient movement of people, goods and services.

Policies:

- 2.1 Coordinate transportation planning and improvements with the planning and development of other elements of the community, including other transportation modes, public utilities, community facilities, and commercial and industrial areas.
- 2.2 Develop streets in accordance with a functional classification system.
- 2.3 Develop adequate airport facilities.

Goal 3 - Provide adequate, efficient and appropriate public utilities and services to existing and future residential commercial and industrial areas.

Policies:

- 3.1 Provide facilities and services necessary to prevent degradation of the environment, including sewage treatment, refuse collection and disposal, street cleaning and similar environmental control processes.
- 3.2 Maintain and improve existing public facilities and services and develop new facilities and services based upon need.

Goal 4 - Provide for the equitable distribution of community facilities to meet the cultural, educational, social, recreational, public safety and health needs of the community.

Policies:

- 4.1 Provide sufficient resources to examine, maintain and develop appropriate recreational, cultural and leisure activities.
- 4.2 Provide adequate public health, safety and crime prevention systems in Council Bluffs.
- 4.3 Promote a social and cultural environment that provides an opportunity for all residents to experience, develop and share their values, abilities, ambitions, and heritage.
- 4.4 Foster a public and private educational delivery system capable of raising the City's overall educational level.

EXISTING INFRASTRUCTURE/FACILITIES

1. Public Facilities

• Parks and Recreation


An integral element to the quality of life of a City is the park system and recreational opportunities provided to its residents and visitors.

The Council Bluffs park system is comprised of 28 parks and 3 swimming pools. The parks range in size from less than an acre to 190 acres (Dodge Park). A total area of approximately 780 acres is developed to parks and recreation. The activities provided for at each park are indicated in **Table 7.1** as provided by the Council Bluffs Parks, Recreation and Public Property Department.

The location of the City parks is presented in **Illustration 7** along with the location of public facilities of Council Bluffs. Also shown on **Illustration 7** is the service area radius of the parks for up to a two-mile radius as defined by the Parks, Recreation and Open Space Plan, City of Council Bluffs, Iowa, 1982.

The 1982 Parks, Recreation and Open Space Plan contains a section entitled "Standards, Demand and Need" which presents some general park planning standards as obtained from the 1978 MAPA Regional Open Space Study.

**TABLE 7.1
PARKS AND RECREATION
COUNCIL BLUFFS, IA**

	A C R I B E	B A S E B A L L	C A M P I N G	D I S C O L T	F I S H I N G	G A R D E N S	H I S T O R I C M O N U M E N T	I C E S K A T I N G	P L A N T I N G	R E C R E A T I O N	R E C R E A T I O N	S O C I A L	T E N N I S
A. Sun Belvedere - 1720 Ave L	100									X	X	X	X
B. Bards - 102 Pearl St.	3.9												
C. Big Lake - 2600 N. 8th St.	163	X							X	X	X		
D. Broadway - 1300 W. Broadway	1.2	X								X			
E. Cochran - 100 S. 2nd St.	3.1	X								X	X		
F. Cook - Gould & Morrison side	2.8											X	X
G. Dodge - 4041 W. Broadway	190												
H. Fairmount - Graham & Park Entrance	80				X	X				X	X	X	
I. Fairmount - 4101 8th Ave	23								X	X	X		
J. Graham - Frank & Jack	5.1	X			X					X	X		
K. Kinross - 1801 N. Broadway	1.6										X		X
L. Kim - 100 1/2 5th Ave	5											X	
M. Lewis & Clark - R.R. 4	54					X	X						
N. Lincoln - 601 Oakland Ave	2.4					X	X						
O. Marana City - Navajo & Mohawk	.8									X			
P. Marana N. Shore - 4200 S. 11th St.	56				X				X	X	X	X	
Q. Peterson - 2500 S. 8th St.	3.1								X	X	X	X	
R. Playard - 4000 Ave D	9.1	X							X	X	X	X	
S. Prospect - 1000 Harrison	2.4									X			
T. Riverside - 3500 34th Ave	72				X						X	X	X
U. Roberts - 1000 N. 25th St.	6.9	X									X	X	X
V. Starfall - 1021 N. 8th St.	12							X	X	X	X		
W. Sunset - 100018th Ave	6	X					X		X	X	X		
X. Twin City - 3000 Renner Dr	6.4	X							X	X	X		
Y. Valley View - 1300 Franklin	16								X	X			X
Z. Washburn Trace - 1000	2								X				
AA. Westwood - 1200 S. 35th St.	7	X								X			
AB. Westwood G. C. - 3700 8th Ave	28					X						X	
Swimming Pools:													
J. B. Katsman - 1100 So 8th													
Municipal Indoor - 100 4th St													
Woodrow Wilson - 2100 Ave J													

PUBLIC PARKS

- A - STAN BARNSEN
- B - BAYLIS
- C - BIG LAKE
- D - BROADWAY
- E - COCHRAN
- F - COOK-GOULD AND PARK ENTRANCE
- G - DODGE
- H - FAIRBANKS
- I - FRIENDSHIP
- J - GRAHAM
- K - KIMBALL
- L - KEN
- M - LEWIS AND CLARK
- N - LINCOLN
- O - MANAWA CITY
- P - MANAWA NORTH SHORE
- Q - PETERSON
- R - PLAYGROUND
- S - PROSPECT
- T - RIVERSIDE
- U - ROBERTS
- V - STERNHILL
- W - SUNSET
- X - TWIN
- Y - VA. BY VIEW
- Z - VANDER TRACE
- AA - WESTWOOD
- AB - WESTWOOD G.C.

PUBLIC FACILITIES

- FA - CITY HALL
- FB - COMMUNITY HALL/CENTRAL FIRE STATION
- FC - COUNTY COURTHOUSE/ADMIN. BUILDING
- FD - CITY LIBRARY
- FE - FEDERAL BUILDING/POST OFFICE
- FF - WATER TREATMENT PLANT
- FG - MUNICIPAL AIRPORT
- FH - WASTE WATER TREATMENT PLANT

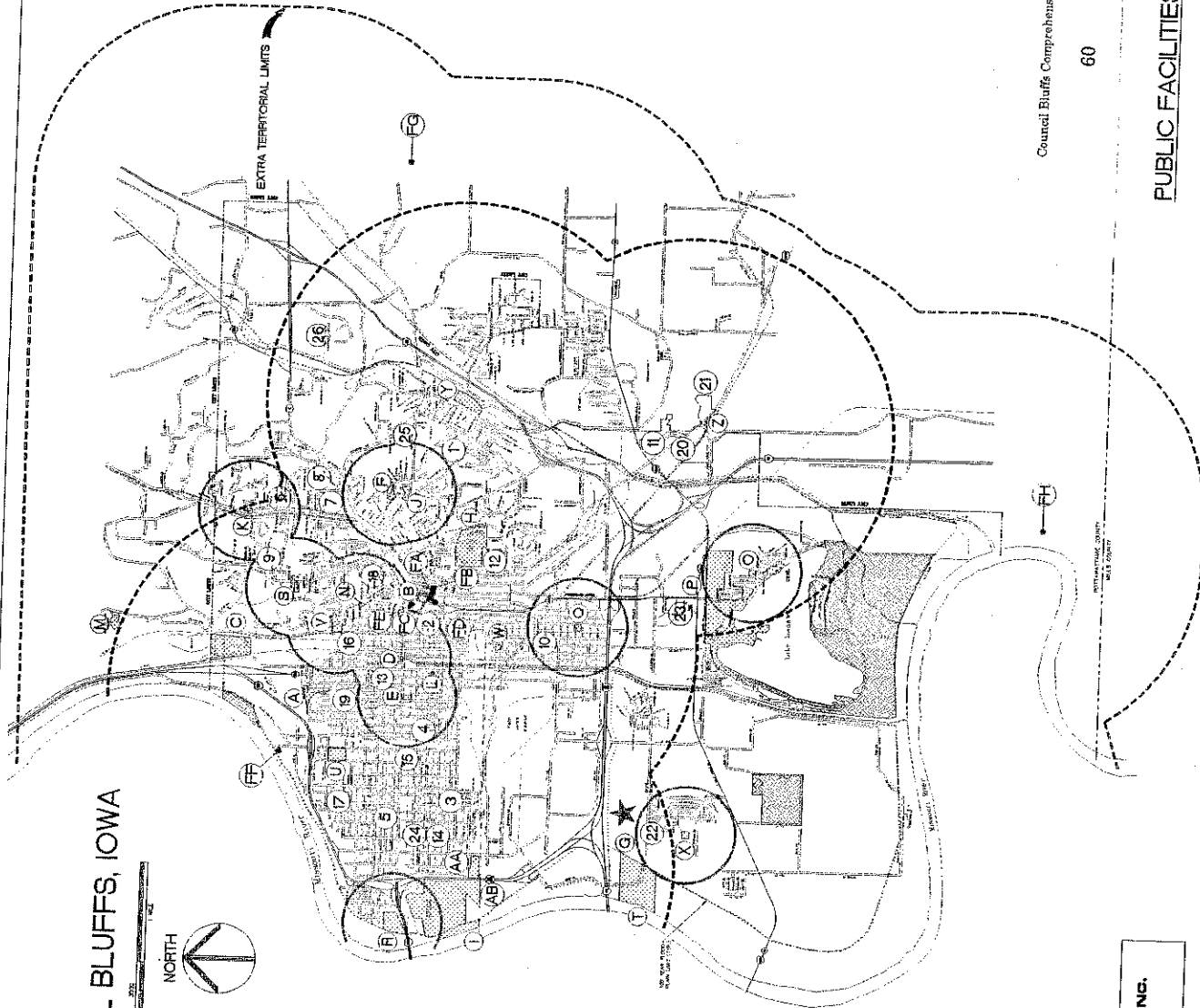
LEGEND

- CITY PARKS
- OTHER PARK/RECREATION AREA
- 2 MILE RADIUS SERVICE AREA
- 0.5 MILE RADIUS SERVICE AREA
- TRAILS
- ① PUBLIC FACILITY
- ★ FUTURE HISTORIC TRAILS CENTER

HANNA:KEELAN ASSOCIATES, P.C.
COMMUNITY PLANNING & RESEARCH

THE SCHEMMER ASSOCIATES INC.
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COUNCIL BLUFFS, IOWA



Five types of parks/open space are defined along with the following standard for space/service area:

**TABLE 7.2
PARKS AND RECREATION
COUNCIL BLUFFS, IOWA**

<u>Type of Park</u>	<u>Acres/Population</u>	<u>Radius of Service</u>
Playground	1.5 acres/1,000 people	0.5 Miles
Neighborhood	2.0 acres/1,000 people	0.5 Miles
Community	3.5 Acres/1,000 people	2.0 Miles
District	2.0 Acres/1,000 people	3.0-10.0 Miles
Regional	15.0 Acres/1,000 people	50.0-60.0 Miles

Source: City of Council Bluffs, 1993
Hanna:Keelan Associates, P.C., 1993

Even though the City of Council Bluffs has no parks classified as regional parks, Manawa State Park could be classified as a regional park because the park draws visitors to Council Bluffs from 50 or more miles away.

The City has classified Big Lake and Riverside Parks as district parks and their service area generally encompasses all of Council Bluffs. In addition, Bayliss Park, Dodge Golf Course, Friendship Park, Lewis & Clark Monument, and Westwood Golf Course would also be considered as having a service area greater than three miles.

Parks and recreation service area deficiencies are present in the northern and southern portions of Council Bluffs.

The service areas of neighborhood parks and playgrounds would appear to show significant deficiencies in accessing neighborhood parks and playgrounds. There are nearly 30 public and parochial schools in Council Bluffs which provide playgrounds, play fields and athletic fields and courts to areas without proximity to public parks. The result is most of Council Bluffs, with the exception of selected areas in the north and south are served by neighborhood parks and playgrounds.

In addition to the parks and recreation areas referenced above, Council Bluffs offers several historic landmarks and museums, Fox Run (18-hole, privately-owned golf course), Lake Manawa State Park (935 acres), Long's Landing Park, the Narrows and Longs Landing operated by Pottawattamie County.

The City has identified a need to expand the existing recreational trail system to provide additional opportunities for popular activities such as walking/running, bicycling and cross-country skiing. The 63-mile Wabash Trace Natural Trail provides such recreational opportunities. The trail system around Council Bluffs could be expanded by using the existing levees along the Missouri River and along Indian and Mosquito Creeks. The recreational trail system proposed for Council Bluffs is shown in **Illustration 7**. Emphasis should be placed on using the trails as a series of links to connect parks and recreation areas.

It is recommended that the 1982 Parks, Recreation and Open Space Plan be updated to include a recreational trail system and analysis of the effects of anticipated growth and land use presented in this comprehensive plan.

• **Educational Facilities**

Education is becoming increasingly important and the need for a broad-based educational system with emphasis on technical and human relations skills is apparent in our society. Standards developed by educators and planners can provide guidance in the creation of and additions to the community's education facilities. Schools in Council Bluffs should meet the following standards/guidelines:

- The location of schools should provide easy access to education by all residents of Council Bluffs;
- Future residential development should include planning for growing educational needs and land acquisition for schools;
- Adequate open space should be available to students;

- Schools should not be located near high traffic or heavily concentrated areas with high noise levels; and
- Schools should strive to provide quality educational systems in which their students attain the technological, intellectual and interpersonal skills necessary to participate in today's economy and society.

TABLE 7.3
STANDARDS FOR SCHOOL LOCATION AND SITE SIZE

Elementary	¼ - ½ mile or ½ hour travel time in conveyance.	Minimum 75 students 6-8 acres
Junior High	½ to ¾ mile or ½ hour travel time in conveyance.	Minimum 150 students, 7-10 acres
Senior High	¾ to 1 mile or 1 hour travel time in conveyance.	Minimum 400 students, 16-20 acres

Source: Planning Design Criteria, Joseph De Chiars and Lee Koppleman, Van Nostrand-Co, p. 180-183.
Hanna:Keelan Associates, P.C., 1994

Table 7.3 identifies standards for maximum travel time to school for students and size limitations for schools.

The present public education system in Council Bluffs, Iowa consists of two public school systems: the Council Bluffs Community Schools and the Lewis Central School District. The organizational pattern of the two school system are as follows: Council Bluffs Community Schools includes 14 elementary schools (grades K-6), 2 junior highs (grades 7-8), 2 high schools (grades 9-12) and one high school vocational center; Lewis Central Community Schools includes 3 elementary schools (grades pre-K-5), 1 middle school (grades 6-8) and 1 high school (grades 9-12).

Council Bluffs Community Schools - The Council Bluffs Community Schools is a Class 8 School District and accredited by the Northcentral Association and the State of Iowa. The locations of its schools are presented in the Public Facilities Map, **Illustration 7**.

The Council Bluffs Community Schools certified staff consists of 43 full-time administrators and 665.3 full-time equivalent teachers (676 persons). All administrators and 45 percent of teachers have advanced degrees.

Table 7.4 identifies the student enrollment trends in the Council Bluffs Community Schools. From 1987-88 to the present, enrollment has increased in the elementary, junior high and high schools. Overall, student enrollment net change is expected to remain fairly stable through the planning period (2004).

TABLE 7.4
COUNCIL BLUFFS COMMUNITY SCHOOLS
ENROLLMENT TRENDS

	<u>Elementary</u> <u>K-6</u>	<u>Junior</u> <u>High 7-8</u>	<u>Senior</u> <u>High 9-12</u>	<u>Total</u>
1987-88	5,543	1,411	2,805	9,759
1988-89	5,580	1,427	2,667	9,674
1989-90	5,728	1,409	2,589	9,726
1990-91	5,846	1,446	2,626	9,918
1991-92	5,821	1,525	2,744	10,090
1992-93	5,822	1,560	2,812	10,194
1993-94	5,651	1,603	2,892	10,146

Source: Council Bluffs Community Schools, 1993
Hanna:Keelan Associates, P.C., 1994

Future considerations for the Council Bluffs Community Schools involves several facility changes. In the past two years, three elementary schools have been renovated and one elementary school, Glendale, was closed due to its poor condition. Future plans include building one new elementary school (site not yet selected), remodeling and improving three existing elementary schools, and constructing a skywalk over the railroad track which divides two Thomas Jefferson High School buildings.

Several programs are being added and or expanded in the Council Bluffs Community Schools. These programs include but are not limited to mentorship programs, business partnerships and extended options for gifted/talented students, a before and after school day care program, and a night-recovery program at the high school to prepare drop out students for re-enrollment. Additional financial assistance recently funded elementary school counseling, improving school technology, staff development, at-risk students programs and talented/gifted student programs.

Lewis Central Community Schools - The Lewis Central Community Schools are comprised of three elementary schools (Pre-K to 5th grade), one secondary school (grades 6 to 8) and one senior high school (grades 9-12). The schools are staffed with 161 full-time equivalent faculty. The enrollment trends are as follows:

**TABLE 7.5
LEWIS CENTRAL
SCHOOL DISTRICT
ENROLLMENT TRENDS**

	<u>Total</u>
1987-88	2,560
1988-89	2,498
1989-90	2,437
1990-91	2,484
1991-92	2,585
1992-93	2,645
1993-94	2,630

Source: Council Bluffs Community Schools, 1993
Hanna:Keelan Associates, P.C., 1994

Currently the student to teacher ratios in the Council Bluffs public school system are as follows:

**TABLE 7.6
COUNCIL BLUFFS
STUDENT:TEACHER RATIO**

<u>Ratios</u>	<u>Student:Teacher</u>
Elementary Schools	16.1
Middle School	14.1
Senior High School	18.1

Source: Council Bluffs Community Schools, 1993
Hanna:Keelan Associates, P.C., 1994

Loess Hills Area Education Agency 13 - The Loess Hills Area Education Agency 13 (LHAEA 13), headquartered at the Halverson Center for Education five miles east of the City, is an intermediate organization that provides educational support services. The services provided include special education, media, staff development and curriculum which are required by state law.

Private Schools Systems - Council Bluffs has one large private school system, St. Albert, and several smaller private school systems.

Iowa Western Community College - The Iowa Western Community College, located on 2700 College Road in northeast Council Bluffs, is a two-year associate degree college. The college offers a variety of degrees in the areas of vocational, technology-related, continuing education and general studies programs. One of the unique features offered at the college is its Adult Education Program (AEP). This program exists to meet the needs of high school dropouts and other adults who desire to further their education. Established more than 20 years ago, AEP offers Adult Basic Education (ABE), English as a Second Language (ESL), Graduate Equivalency Diploma (GED) and a literacy program. Although the programs serve all age groups, the majority of students are age 17-21 and seeking a GED. The GED program graduates about 120-140 persons per year. Currently the GED program is located at 620 N. 8th Street and is housed in the same building as the Alternative High School. This facility also contains a child care center. While these services make the location attractive, the program is limited from expanding due to lack of additional space. It currently has one satellite program in Council Bluffs and an on-site, grant-funded instruction center at ConAgra. Future plans include attempting to offer more group instruction, in addition to an established individualized and self-paced program.

Southwest Iowa Regents Regional Center - To increase the availability of graduate-level programs without establishing another four-year university, the Iowa Board of Regents recently established the Southwest Iowa Regents Regional Center. Acting as a liaison between southwest Iowa residents and the three regents universities (University of Iowa in Iowa City, University of Northern Iowa in Cedar Falls and Iowa State University in Ames), the center has three primary purposes: (1) to deliver off-campus courses, (2) provide information about regents universities services and programs, and (3) conduct an on-going educational needs analysis for southwest Iowa. Currently the center serves a database of at least 800 students and offers 12 graduate level programs, two undergraduate 2+2 programs and several non-credit programs for adults interested in continuing education classes or workshops. Nine of the graduate programs are

education-related. Future plans include adding a Masters of Family and Consumer Science and a Masters of Business Administration. The center utilizes the resources of the Iowa School of the Deaf, where it was established two years ago. There are no immediate plans to relocate the facility.

2. Health and Elderly Facilities

Health and Hospital Services

Council Bluffs health care is provided by two full service hospitals, nursing care facilities, clinics and private offices within the City. The medical services in Council Bluffs have established the City as a major regional health center for Southwest Iowa. The perception of Council Bluffs citizens regarding local medical care has been good. The results of the community survey revealed that the quality of the local health care and hospital services as being rated in the top three services of the eighteen services listed.

Jennie Edmundson Memorial Hospital - The Jennie Edmundson Memorial Hospital opened in 1886 and is located at 933 East Pierce Street, on the east side of Council Bluffs. The hospital is an acute care medical surgical facility with 255 beds. There are 800 to 825 employees at the hospital. No significant changes in hiring are expected over the next five years. A \$12 million dollar cancer center opened in September 1993. The School of Nursing and the lab are now located in the new addition. As a result of the expansion, there are new spaces for occupational health, occupational therapy, physical therapy, health data, food service and physicians offices. Currently, the emergency center and pharmacy are being renovated and the parking lot is being resurfaced. Recently, the hospital has participated in the formation of the "Health Care Partnership in Mid-America." This health alliance works with large and small employers to provide an organized delivery system of health insurance, facility and equipment sharing. The hospital has also been involved in several unique programs and services including the Maternal Child Care Clinic, Adolescent Psychiatric Program with in-house educational schooling and partnerships with schools.

Mercy Hospital - Mercy Hospital opened in 1887 and is located in the eastern portion of Council Bluffs at 800 Mercy Drive. The hospital offers behavior health services, comprehensive health care services, community programs and support groups. There are approximately 800 employees at the hospital. Facility improvements include the opening of a critical care unit in 1991 on the main level to make emergency care delivery more efficient. The obstetrics unit was also remodeled to provide private labor, delivery, recovery and postpartum care. One important regional draw for Mercy Hospital has been the behavior health services

which includes outpatient and inpatient mental health, chemical dependency services, an employee assistance program and managed care.

Health Care Challenges - Health care providers in Council Bluffs reported there is no longer a nurse and physical therapist shortage in this area at this time. Council Bluffs, however, still faces the challenge of competing with Omaha's large hospitals for regional markets. A progressive approach by the two Council Bluffs hospitals to expand facilities and services and to take the lead in excellence in health care, will be necessary to capture and compete for the overlapping regional market and serve a growing Council Bluffs market.

Council Bluffs also shares the challenges faced by the nation to control medical expenses without compromising quality care. Networking and building partnerships with other health care providers and professions associated with health care will be a vital step in providing solutions to these challenges. Included in this recommendation is to increase the cooperation between the two local hospitals to strengthen Council Bluffs as a regional market and to provide the most efficient and quality care as possible.

Through the Council Bluffs Comprehensive Plan citizen participation process, the citizens also revealed a strong concern for the health care and related services for the elderly. The highest ranking service listed for the elderly was the need for additional home health services. Medical care and outreach programs for the elderly should be a top priority by the local medical community.

3. Senior Citizens

The City of Council Bluffs provides a variety of public services and facilities to its older adult population. Social and medical services are available through both the City and Pottawattamie County, regional services such as the Southwest XIII Senior Services and the private sector. The Council Bluffs Senior Center is located at 900 South 6th Street. The center is open 8:00 a.m. to 4:00 p.m., Monday through Friday. Congregate meals are served under the auspices of the Southwest XIII Senior Services, Monday through Friday, for a suggested contribution of \$1.75 per meal. Approximately 30 to 75 seniors participate daily in the congregate meals. Activities offered at the center include exercise classes, travel tours, craft classes, senior chorus, kitchen band, computer classes, widows' club and square dancing.

Educational speakers and visits by the health care community to provide medical services and screening are also provided.

The size of the facility is inadequate for the number of activities and services at the center. Another large room with a number of smaller rooms for crafts and offices would be well utilized if available. A larger cooking kitchen, rather than a serving kitchen, is also needed. The facility is handicap accessible. A handicap bus is available to seniors for transportation to the senior center. However, this service is often over-utilized and difficult for the seniors to schedule its use. Home delivered meals are not provided through the senior center. The Meals on Wheels Program in Council Bluffs provides this service to seniors who are home bound.

4. Library

The Council Bluffs Library was opened in 1905 and is located at 200 Pearl Street. The current facility is overcrowded, inaccessible to persons with disabilities and is generally non-conducive to being used for reading and research. Since 1985, circulation has decreased due to the discontinuation of the bookmobile service and the lack of adequate space in the existing library. A library bond issue for a new library failed in February, 1991. It is recommended that supporters of the library address the reasons for the bond issue failure. In general, greater awareness on the importance and need for a new library will be vital to passing future library bond issues. The new library should provide a place for reading programs, an exchange of ideas and learning, as well as providing storage for books and resources.

5. Public Safety

• Police

The Council Bluffs Police Department headquarters is located in the Pottawattamie Courthouse at 227 South 6th Street. The Police Department is authorized for 95 sworn personnel and 14 civilians. Yearly training is conducted in-house and usually exceeds the 12 hour State mandate. The City is divided into 8 Districts which are patrolled by the Department. The Department has an enhanced 911 system. The Police Department uses the courthouse jail, which has a designed capacity of 54 persons for detainees.

Much of the Department's equipment and vehicles are in need of continual upgrading. Currently, there are 48 vehicles including patrol vehicles, administrative vehicles and motorcycles. A vehicle replacement program is recommended where district vehicles are replaced every several years.

The Police Department indicates the number of officers is inadequate to meet the existing and growing demands of the City. It was suggested, Council Bluffs be divided into additional geographical districts, to

provide for better police coverage. Additional funds are needed for specialized training such as polygraph training. Special challenges facing Council Bluffs include its proximity to two interstate highways and a large metropolitan city. These systems bring a number of people through the community adding to the population base to be covered and vehicular related problems.

The new developments in Council Bluffs, proposed annexation and proposed casino, will have an impact on the Police Department, requiring a need to increase staffing, vehicles and equipment. **The citizens of Council Bluffs rated police the top public safety consideration among the choices of "police", "fire", "emergency services" and "civil defense."**

• Fire Protection

The Fire Department in Council Bluffs is comprised of four Fire Stations, staffed by 82 fire fighters and 6 administrative personnel. The Fire Department covers a service area of 43 square miles with an average response time of three minutes. The inventory of fire fighting equipment includes the following:

- 5 Engine Companies (fire trucks)
- 1 Quint (fire truck with ladder and bucket)
- 1 Aerial (fire truck with ladder)
- 1 Tanker (fire truck with water tank)
- 1 Utility Truck
- 1 Hazardous Material Truck

Initial training consists of a series of testing and three to four weeks of on-the-job training.

• Emergency Rescue

The rescue squad is comprised of 13 personnel; the rescue squad teams have paramedical training. There are two rescue trucks, each located at a different Fire station in Council Bluffs. The squad services Council Bluffs and Pottawattamie County.

• Civil Defense

The present civil defense system in Council Bluffs is administered by a Civil Defense Director and part-time employee who serves Pottawattamie County and its communities. The Civil Defense Director is responsible for planning, advice and assistance for all matters involving emergency management.

The Civil Defense Director works with local fire and police departments in planning for public safety. The Director serves as a conduit between the communities and the State to apply for federal agency assistance.

The planning and preparation for natural disaster and man-made emergencies consists of a three step process:

- 1) Recognizing threats
- 2) Planning for threats
- 3) Mitigating the threats

Examples of natural and man-made disasters include floods, tornados, winter storms, chemical spills, explosions and plane crashes.

The national government has been shifting its emphasis from war-time threats to peace-time threats due to the changed political climate. The Director of Civil Defense will be restructuring the Council Bluffs Defense Plan to reflect these changes over the next two years. Recommendations for the City of Council Bluffs include formulating plans and budgeting for emergency planning exercises for civil defense on an ongoing basis.

6. Other Public Facility Considerations

• City Hall/Community Building

Overall, the current facility is adequate for staff needs. Accessibility for persons with disabilities should be addressed.

7. Public Utilities

It is the responsibility of any community to provide for utilities for its citizens, as well as to provide for anticipated growth. Therefore, it is important the expansion of these systems be coordinated with the growth of the City.

• Water System

The Council Bluffs water system consists of a supply and treatment system, water storage and distribution piping. The water treatment plant has a design capacity of 20 million gallons per day (MGD), firm pumping capacity of 17 MGD and a total pumping capacity of 20 MGD. The average daily demand is approximately 9.3 million gallons or about 46 percent of plant capacity. Average daily demand has remained steady for the past several years, therefore, adequate supply and treatment capacity should be available to handle the growth estimated through the planning period. The Council Bluffs Water Works maintains a system of reservoirs and elevated storage tanks with a capacity of 6.7 million gallons plus 1.5 million gallons at the plant clearwell for a total storage volume of 8.2 million gallons.

The water system service area is delineated in **Illustration 8**. There are no significant problem areas in the system. Water Works has a continuing improvement program of upgrading distribution pipes to a minimum 6-inch diameter.

Another part of the system upgrade is the improvement of hydrant flow and spacing.

• Sanitary Sewer System

Council Bluffs has a wastewater treatment plant rated for 20 MGD. The plant operates at near capacity under normal conditions and is overloaded during rain storms. The existing and future sanitary sewer areas are shown on **Illustration 8**, as well as the sewer lift systems. The City has commissioned several studies of the sanitary system, and the major problems which have been identified are as follows:

- The significant number of combined sanitary and storm sewers.
- Infiltration and inflow of ground water and surface water into the sewer system.
- Pipes are undersized for the present sewer flow.
- Connection of roof drains and other drains to the sewer system.

These sewer problems have caused plant overloading, sewer backups and local flooding.

The City has been implementing recommendations from a study completed in 1988 and over the next five years (FY95-FY99) has budgeted approximately \$21.7 million in sewer projects or an average of over 52 percent of the capital improvement expenditures. The sewer projects involve primarily sanitary sewer improvements, but some storm sewer improvements are also included.

This is a substantial commitment on the part of the City to eliminate sewer system problems and prepare for future growth of Council Bluffs.

COUNCIL BLUFFS, IOWA



EXTRA TERRITORIAL LIMITS



LEGEND

- ELECTRIC POWER STATION
- ▲ ELECTRIC SUBSTATION
- WATER TREATMENT PLANT
- SANITARY LIFT STATION

- ▨ AREAS SERVED BY SANITARY AND WATER
- ▨ AREAS SERVED BY WATER ONLY
- ▨ FUTURE AREAS TO BE SERVED

- **Solid Waste Disposal**

The City of Council Bluffs contracts for its solid waste disposal. The current contract is for five years and is with Browning Ferris Industries (BFI). The contract runs from July 1993 through June 1998.

- **Electrical and Natural Gas System**

Electrical power for the City of Council Bluffs is provided by Midwest Power. Midwest Power continuously monitors the system and maintains, upgrades, and expands as necessary to provide service to consumers.

Peoples Natural Gas Company provides the supply and delivery of natural gas to Council Bluffs through its gas transmission and distribution pipeline facilities. The gas company maintains and upgrades its system on a continuing basis to meet the demands of its consumers.

- **Flood Hazard and Storm Drainage**

The terrain in Council Bluffs and within the extraterritorial limits consists of level alluvial bottom lands along the Missouri River to very steep bluffs of the Loess Hills to moderately sloping uplands. Three creeks (Indian Creek, Mosquito Creek and Pony Creek) pass through the planning area.

Illustration 8 identifies the drainage basins within the extraterritorial limits as well as the limits of the 100-year flood plain.

As Council Bluffs developed away from the flat areas, the older pipes (often combined sewers) became overloaded. The result has been local street flooding, sewer backups and overloading the treatment plan.

The sanitary sewer system improvements that are proposed will also impact the storm sewer system by creating the need to handle stormwater runoff separate from the sanitary sewer system.

A separate study is recommended to consider the storm sewer needs due to sewer separation and increased development.

8. **Transportation**

A fundamental responsibility of any community is to provide a transportation system for the movement of people, goods and services to, from and within the community.

This section describes the current transportation system in Council Bluffs and what the transportation system needs will be as a result of anticipated growth within the planning period.

- **Roadways**

The existing streets and roads in Council Bluffs are designated according to the functional classification assigned by the Metropolitan Area Planning Agency (MAPA) and are approved by the Iowa Department of Transportation (DOT). A new functional classification is issued annually and a copy is on file with the Public Works Department.

Some functional classifications have been combined on **Illustration 9** in order to simplify the presentation of both existing and future roadways.

Council Bluffs is served by two interstate highways; I-80 for east-west traffic and I-29 for north-south traffic. A comparison of average weekday traffic for interstate movements north, south, east and west of Council Bluffs is shown below for the years 1986 and 1992.

TRAFFIC FLOW ON INTERSTATES 80 AND 29

	<u>Average 24-Hour Weekday Traffic</u>		
	<u>1986</u>	<u>1992</u>	<u>Changes</u>
I-80-West*	34,200	44,200	+29%
I-80-East	10,100	13,900	+38%
I-29-North	10,600	14,300	+35%
I-29-South	13,200	15,600	+18%

*Does not include I-480 or I-680

This can be attributed primarily to: (1) an increase in general mobility, and (2) an increase in commercial traffic.

The traffic on Madison Avenue between Broadway and Bennet has nearly doubled between 1986 and 1992 reflecting the impact of the Mall of the Bluffs. The impact on the streets has been so great the City had a transportation planning study conducted to analyze possible ways to improve traffic flow conditions.

By contrast, the intersection of 16th and Broadway has experienced only slight increases in traffic (2-3% average) from 1986 to 1992.

There are three primary factors creating the need for capital investment in the street system.

1. Maintenance of streets due to age or other causes.
2. Upgrades caused by increased traffic volume.
3. Extension of the street system due to new development.

The City has an ongoing program to monitor the street system and identify needs. The capital improvement program for FY 1995-1999 has earmarked 42 percent of the budget for the roadway system.

• **Railroads**

Council Bluffs is served by six railroads, foremost of which is the Union Pacific Railroad which has major freight and maintenance yards in Council Bluffs. The other railroads serving Council Bluffs are Burlington Northern, Chicago and Northwestern, Chicago, Central & Pacific, Iowa Interstate and Iowa Southern.

• **Air Service**

Commercial airline passenger and freight traffic is served by Omaha's Eppley Airfield which is only a short distance away. The Council Bluffs Municipal Airport serves the general aviation needs of the City and has begun an improvement program to increase general aviation traffic.

• **Public Transit**

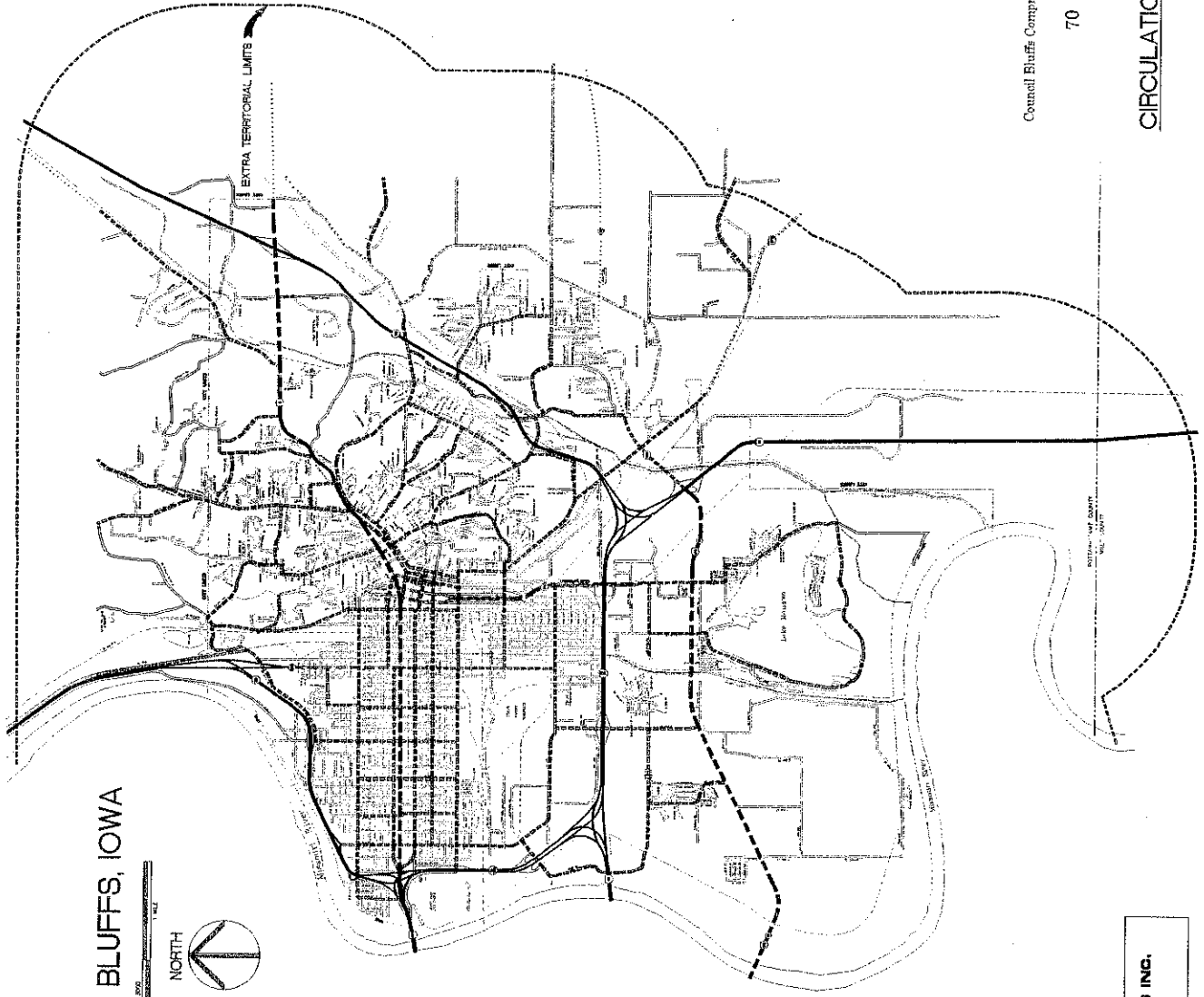
Metro Area Transit (MAT) provides public transportation service to Council Bluffs. MAT operates several routes (Routes 43, 46, 41, 42, and 45) in Council Bluffs as shown on **Illustration 10**. The current routes offer good basic coverage and is reviewed periodically and adjusted if necessary.

• **Sidewalks**

Pedestrian traffic is provided for by a system of sidewalks in the residential areas and central business district. The City requires sidewalks in new residential developments.

The City has budgeted \$500,000, over the next five years, for its curb/sidewalk program.

COUNCIL BLUFFS, IOWA



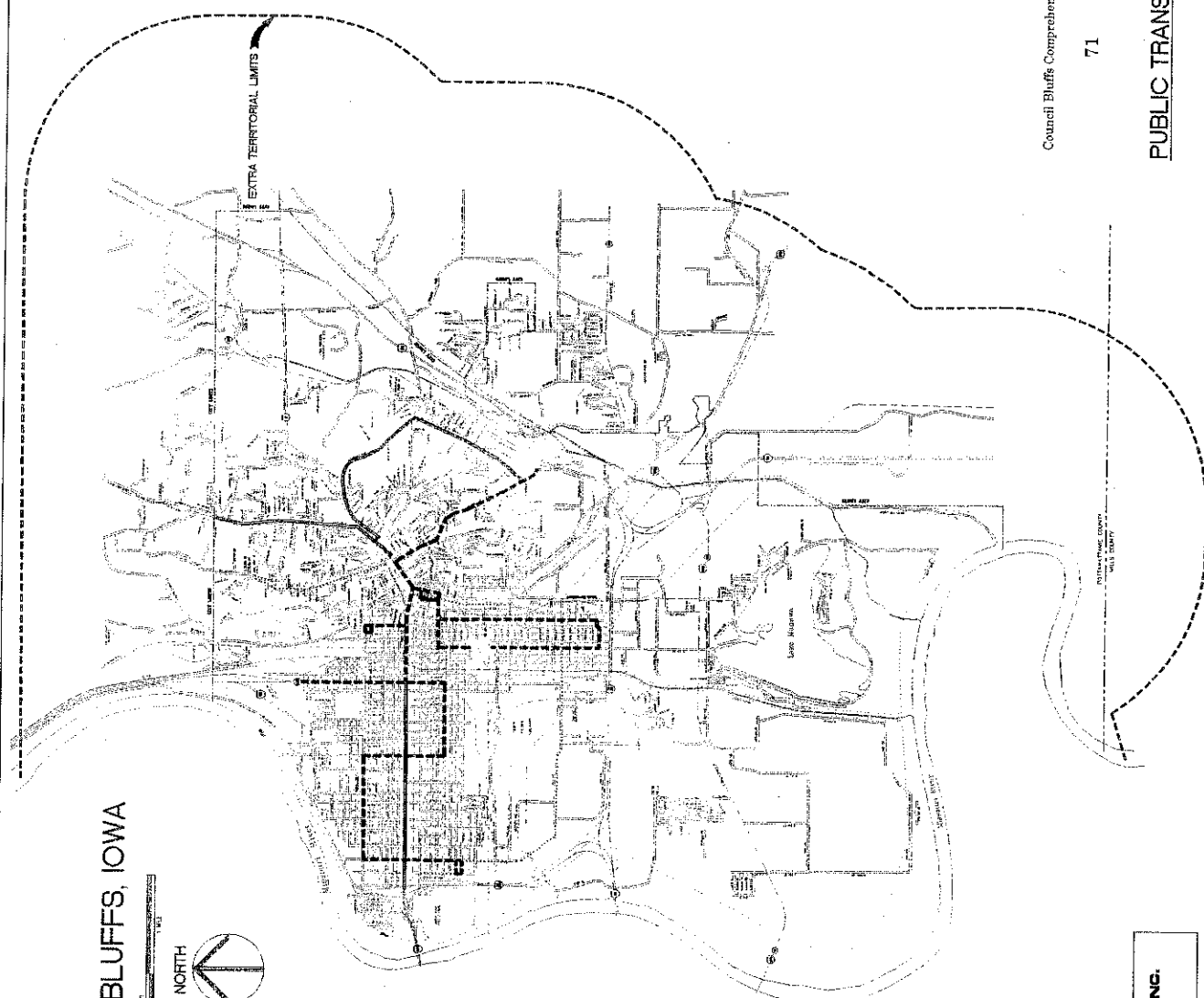
LEGEND

- INTERSTATE
- PRINCIPLE ARTERIAL
- MINOR ARTERIAL/COLLECTOR
- LOCAL
- FUTURE ARTERIAL/COLLECTOR

SOURCE: METROPOLITAN AREA PLANNING AGENCY

HANNA-KEELAN ASSOCIATES, P.C.
COMMUNITY PLANNING & RESEARCH

THE SCHEMMER ASSOCIATES INC.
ARCHITECTS • ENGINEERS • PLANNERS



COUNCIL BLUFFS, IOWA



EXTRA TERRITORIAL LIMITS

LEGEND

- ROUTE 43
- ROUTE 46
- ROUTE 41/42/45

SOURCE: METRO AREA TRANSIT

<p>HANNA-KEELAN ASSOCIATES, P.C. COMMUNITY PLANNING & RESEARCH</p>	<p>THE SCHEMMER ASSOCIATES INC. ARCHITECTS • ENGINEERS • PLANNERS</p>
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INFRASTRUCTURE AND FACILITIES PLAN

The primary method of plan implementation will involve the annual preparation of a capital improvement program which is consistent with the goals and policies of this plan. This should be accomplished by an interdepartmental committee. This committee would serve under the direction of the Mayor and be responsible for the development of a five year capital improvement program. Further, City Planning Commission should be involved in the review process to ensure consistency with this plan. In addition, the City should continue to actively pursue available funding sources, both public and private, to assist in financing the infrastructure and public facilities needs.

ACTION STRATEGIES

The following **action strategies** have been prepared in an effort to give the City of Council Bluffs guidance in the facilitation of public infrastructure and facility improvements/developments. These action strategies address a wide range of recommended planning and development activities.

Public Facilities

Parks and Recreation - Explore the potential of cooperative agreements between the City, County, School Districts, and other public entities that encourage the joint use of facilities. Conduct a thorough inventory of the condition, quality and service characteristics of the existing park system and recreational facilities. The deficiencies identified by this inventory should be made part of the city's five year capital improvement program. This should include adequately programmed investments necessary to maintain and upgrade the City's park and recreational system. Actively pursue state and federal resources for park and recreational development. Efforts should be made to expand recreational programs and make the park system accessible to all residents. Encourage development of residential subdivisions and complexes in close proximity to existing and future park and recreational facilities. Encourage the full development of the National Historic Trails Center. Develop a trails system plan. Update the Parks and Recreation Plan. The City should examine the potential of establishing a non-profit foundation to support the development of parks and recreational facilities.

Education Facilities - Assist in the implementation of those actions identified in the 1992 Council Bluffs strategic plan relating to education. Ensure that all development in and adjacent to the City are located within reasonable distance from educational facilities.

Health Facilities

The City should continue to strengthen and enforce its health related codes.

Library

The community should undertake the construction of a new library facility. However, if a bond issue is not attainable, the renovation of the existing facility should be conducted.

Public Safety

Police - Support services needed for organization purposes of establishing neighborhood watch groups. Encourage citizens, builders and designers to obtain security inspections for existing and planned new facilities, reducing the potential for crime. Provide general protection of disaster scenes, security of disaster locations, provide traffic and pedestrian control, and enforce state and local laws and ordinances.

Fire Protection/Emergency Rescue - Provide the administration and enforcement of fire codes, ordinances and regulations for the prevention of fires, extinguishment of fires and protection of life safety. Continue to provide public education regarding fire safety in the community. Strive to improve the City's preparedness for coping with major disasters. Construct a Fire Station in the Madison Avenue/I-80 area upon development of the proposed development area.

Civil Defense - Develop, test and modify plans for emergency response based upon the authority of state and federal law and municipal ordinances. Forces shall be mobilized in accordance with the level of emergency at the direction and control of the Mayor of his/her delegated authority. Every reasonable effort shall be made to cooperate and coordinate with all jurisdictions and government agencies involved. Pursue a program of improved public education regarding natural disaster preparedness and responsible action.

Other Public Facilities

Provide for improved handicapped access to City Hall and Community Hall. Included in the action should be the maintenance of a Section 504 Plan.

Public Utilities

Water - Continually monitor the water supply and quality for compliance with state and federal regulations. Periodically review water standards.

Use the full capacity of the water treatment facility to maximize efficiency. Create an extension policy which coordinates and is similar to the sanitary sewer extension plan. Expand water service within the two mile limit for residential estate subdivisions.

Sanitary Sewer - Develop regulations which require and fund oversizing of utilities and facilities based on anticipated need. Adequately fund the sanitary sewer tap-on fee ordinance. Continue to upgrade as necessary sanitary sewer treatment facilities which comply with the Iowa Department of Natural Resources and Environmental Protection Agency requirements. Encourage industrial pretreatment facilities when appropriate to reduce flow to the sanitary treatment facility. Ensure all private sanitary treatment facilities are designed, installed and maintained in accordance with adopted standards. Expand treatment plant to meet the future needs of the community.

Solid Waste - Pursue a program of removing junk vehicles and machinery from private properties in all zones within the City. Continue to develop and implement recycling and waste reduction efforts. These efforts should include the evaluation and encouragement of other means of solid waste disposal to replacement and/or supplement the current method of sanitary landfill including transfer station with separation and facilities for composting. Ensure property owners properly maintain their property as well as abutting public rights-of-way in regards to weed, bush and tree control, erosion control and landscaping. Continue existing refuse collection and disposal programs. Require the proper placement of odor-generating, potentially hazardous and waste-producing activities to avoid potential impacts on such sensitive uses as residential and institutional activities.

Electrical and Natural Gas - Continue to require the extension of electrical and natural gas services to all subdivisions. These facilities should be installed using design criteria.

Flood Hazard and Storm Drainage - Pursue a program of separating sanitary and storm sewer facilities. During the planning period, develop a storm water management program. Included in this activity should be specific methods of funding the program. The development of storm water drainage districts should be undertaken.

Transportation

Roadways - Review private sector development to ensure consistency with functional classification system. Inventory existing conditions of arterial and collector streets and program needed investment through the capital improvement program. Develop public improvements through the capital improvement process which are consistent with the functional classification system. Minimize access to streets classified as collectors or greater. Continue participation in the Metropolitan Area Planning Agency (MAPA) and other regional activities to coordination public infrastructure improvements and programs.

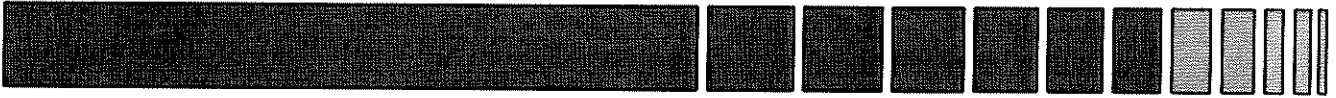
Railroads - Encourage the development of intermodal facilities. Reduce the amount of trackage within the community. Establish buffers adjacent to major railroad corridors.

Airport Service - Continue to develop the Council Bluffs airport in accordance with the Five Year Airport Plan. Develop adequate control measures to ensure airport zoning is implemented.

Public Transit - Continually evaluate the needs of public transit in the community and development appropriate transit systems based on those needs.

Sidewalks - Continue to require sidewalks in all subdivision developments. However, requirements should be revised which allow the installation of sidewalks at the time of building construction.

Economic Development



CHAPTER 8 ECONOMIC DEVELOPMENT

INTRODUCTION

This chapter of the comprehensive plan proposes important **economic development** activities for the community. Special consideration is given to the topics of **business retention and development, tourism and conventions and public relations during the planning period**. The concluding component of this chapter identifies important action strategies for consideration. A proposed annual one percent growth alerts the community's leadership and economic organizations to prepare and implement programs of job creation and retention.

This planning process identified goals, policies and action strategies to assist Council Bluffs in meeting its economic growth and development needs. The "Council Bluffs 2000 Initiative" by the Economic Development Council complements the economic development section of this comprehensive plan. It is the intention of this document to outline general steps for economic growth. The "Council Bluffs 2000 Initiative" should be referred to for detailed strategies.

GOALS AND POLICIES

Goal 1 - To maximize economic opportunity for all residents by fostering increased employment and investment to achieve balanced population and revenue growth.

Policies:

- 1.1 Ensure that all economic development activities are consistent with the comprehensive plan.
- 1.2 Target new businesses and industries capable of producing higher incomes for its residents.
- 1.3 Promote cooperative economic development activities with neighboring communities.
- 1.4 Promote the development of comprehensive retail base to capture a larger volume of sales in Council Bluffs and Southwest Iowa.

- 1.5 Utilize both existing and develop new organizations for technical and financial assistance in support of economic development.
- 1.6 Utilize local, state and federal funding sources to strengthen existing and assist in the creation of new business/industry.

Goal 2 - Promote a comprehensive redevelopment effort for downtown Council Bluffs.

Policies

- 2.1 Actively promote and pursue redevelopment and preservation activities in the downtown area.
- 2.2 Establish a downtown development organization to act as a catalyst for development.

EXISTING ECONOMIC CONDITIONS

The present economic condition in Council Bluffs could best be described as "stable." Unemployment in the community, as well as Pottawattamie County, ranges from 4.9 to 5.3 percent, with the highest unemployment occurring during the winter season. Job opportunities in Council Bluffs consist primarily of manufacturing, government and retail. Professional service positions comprise an estimated 12 to 15 percent of the total jobs in Council Bluffs.

The lack of jobs in Council Bluffs has hindered the community's ability to grow during the last 20 to 25 years. This in turn has affected the growth in the local tax base, thus hindering the improvement and development of existing and future infrastructure and public facilities. The City of Council Bluffs has established an annual growth goal of one percent from 1994 to 2004. To accomplish this, the City will need to create an estimated 2,200 to 2,500 jobs during this 10 year period.

Economic development activities in Council Bluffs must be directed toward growth over mere stability, if the goals of this plan are to be achieved. As part of the Omaha-Council Bluffs Metropolitan Area, Council Bluffs citizens have many amenities and advantages not available to residents of other Iowa communities. Unfortunately, for the same reason, Council Bluffs has historically received less than its proportionate share of the metropolitan economic and population base. The City of Council Bluffs is in constant competition with the Omaha Metropolitan Area for new job opportunities and investment. Therefore, the City's ability to compete with an aggressive Omaha business recruitment effort is a high priority. This condition is manifested by the relative lack of employment opportunities in Council Bluffs. Employment statistics demonstrate that Council Bluffs has a heavy reliance on the Omaha economy. This is demonstrated by the relatively high percentage of residents which live in Council Bluffs and work in Omaha.

This should not be interpreted to mean that business and industry would not find a favorable labor market if located in Council Bluffs. Council Bluffs has a highly productive and available labor force. It should also be noted that the recruitment and retention efforts undertaken by Council Bluffs can utilize the available labor force of the entire metropolitan area.

Analysis of sales statistics for the past ten years reveals that Council Bluffs has reduced the amount of retail sales leakage. This has resulted from the construction of the Mall of the Bluffs and other commercial establishments. This trend should continue with the construction and completion of the Lake Manawa Centre. It should be noted that due to its location within the economic sphere of Omaha, Council Bluffs is not likely to recapture its entire sales leakage in all retail sectors. However, with data that displays the percent leakages for individual retail sectors, it is possible to pinpoint specific establishments for which an under-served local market exists. The community could utilize this information to their advantage by proposing businesses aimed at servicing these under-served local markets.

Council Bluffs also considers itself a community which lacks private capital investment. This is commonly attributed to the moderate incomes of community residents and negative perceptions by local and out-of-town investors, and not to a lack of demand or amenities. For the most part, demand for goods and services, employment, and housing exceeds supply in Council Bluffs.

A recent target industry analysis completed by the Institute of Decision Making at the University of Northern Iowa for the Economic Development Council has provided a good comparative analysis for the Omaha-Council Bluffs Area. This analysis will be utilized by the Economic Development Council at targeting specific industry and business. This analysis was completed for Council Bluffs using data based on the Omaha-Council Bluffs Metropolitan Statistical Area (MSA). This method was utilized since Council Bluffs is part of the MSA and shares the strengths and amenities of the entire MSA. A summary of the comparative analysis follows.

Comparison Metro Areas (MSAs)

Davenport-Moline-Rock Island, IA-IL
Lincoln, NE
Sioux City, IA-NE
Des Moines, IA
Omaha, NE-IA
Sioux Falls, SD
Jackson, TN
Rapid City, SD
Waterloo-Cedar Falls, IA

Population Characteristics

- * The total population in the Omaha-Council Bluffs MSA is expected to increase over 15% between 1990 and 2010.
- * The median age in the Omaha-Council Bluffs MSA was 31.6 years in 1990. Of the MSAs compared, the Lincoln and Omaha-Council Bluffs MSAs are projected to have the lowest median ages in the year 2005 (34.3 and 35.9 respectively). The U.S. median age will be 36.8 years in 2005.

Employment by Industry

- * The Omaha-Council Bluffs MSA had a considerably lower percentage of manufacturing workers (8.9%) than did the U.S. (14.2%) or Iowa (14.6%) in 1990. Only the Rapid City MSA had a lower percentage of manufacturing workers. The percentage of manufacturing workers is expected to decline in the U.S., Iowa, and most of the MSAs studied through the year 2005.

- * The Omaha-Council Bluffs MSA had a higher percentage of workers in the transportation/communications/public utilities category in 1990 than did any of the comparison MSAs, the U.S., or Iowa. The Omaha-Council Bluffs MSA is projected to experience a slight decrease in the percentage of workers employed in this category by the year 2005.
- * The Omaha-Council Bluffs MSA had a lower percentage of workers employed in the retail trade category (16.1%) in 1990 than any of the other MSAs studied, although this percentage is only slightly lower than the U.S. percentage (16.6%). Slight growth is projected in this category for the Omaha-Council Bluffs MSA through 2005.
- * In the finance, insurance, and real estate category, the Omaha-Council Bluffs MSA had a higher percentage of workers (8.9%) than the U.S. (7.8%) Iowa (7.1%), and most of the other MSAs studied. The percentage of workers in this category is projected to decline slightly in the Omaha-Council Bluffs MSA by the year 2005.
- * The Omaha-Council Bluffs MSA had the highest percentage of workers in the services category (30.4%) of all the MSAs studied, the U.S. (27.3%), or Iowa (24.3%). Service employment is projected to continue to rise in all areas.

Locational Rankings

- * The Omaha-Council Bluffs MSA received the best overall score of all the MSAs compared, and received an overall rank of 68 out of the 343 MSAs ranked in *Places Rated*. (The lower the score, the better.)
- * The Omaha-Council Bluffs MSA received its best scores in health care (45), recreation (71), and the arts (81), and worst scores in climate and jobs.
- * The Omaha-Council Bluffs MSA received a rank of 141 out of the 300 places rated in 1993. Only Sioux Falls and Lincoln received higher rankings (9 and 99 respectively.) (Again, a lower number is better than a high number.)

ACCRA Cost of Living Index

- * With an overall composite index of 92.4, the Omaha-Council Bluffs MSA has one of the lowest cost of living scores when compared to the other MSAs studied. (A score of 100 would be average, so 92.4 means costs are below average.)
- * The Omaha-Council Bluffs MSA received its best scores in housing costs (86.4) and health care (91.4), and its worst score in transportation (103.1).

ECONOMIC DEVELOPMENT PLAN

The City's economic development plan is comprised of three basic elements. These include business retention and development, tourism and conventions, and public relations and image.

1. Business Retention and Development

The City of Council Bluffs has many opportunities and resources to enhance its economy. Through the use of local organizations, existing industries, public relations and incentive programs, the economic base of the community can grow and prosper.

It is the goal of the community to expand its existing employment base by retaining and expanding the existing industries through increased communication and promotion of local businesses. Business oriented organizations are a key factor in increasing the communication and development of quality programs. While local government officials are identifying funding sources for business expansion, the exchange of this information with the business leaders is critical in retaining and expanding the local industries. The public should also be made aware of the accomplishments of local businesses through special events and recognition in the local media.

In conjunction with the **retention and expansion of existing business** in Council Bluffs, the development and promotion of some businesses should be aggressively pursued. The identification of financial assistance programs and the promotion of small business development within Council Bluffs are the key strategies to expanding the employment base of the community. The development of a business incubator center, financial assistance for business start-up operations, the removal of barriers facing new businesses and the promotion of start-up programs can all expand and assist new business and the economy of Council Bluffs.

2. Tourism and Conventions

One of Council Bluffs best opportunities for economic growth is to develop the **tourism and convention trade**. The City has numerous opportunities and resources to increase these industries. The scenic, recreational and historical setting of the community combined with its entertainment, retail opportunities and public facilities creates a desirable environment for a thriving hospitality and tourism industry.

The **unique physical features** of Council Bluffs creates a dynamic and attractive area. The scenic Loess Hills over look the meandering Missouri River Valley creating views and vistas unequaled in the region. The City, County and State Parks conserve and protect areas of the hills and waterfronts while providing a wide array of active and passive recreational activities.

To complement the existing recreational facilities, the **Western Historic Trails Center** is scheduled for completion in 1996. The Center will combine the rich cultural heritage of the area with an educational and recreational facility along the Missouri River.

The **intersection of two major interstate highways** provides excellent access for the hospitality and tourism industry. Most exits are developed with commercial retail businesses which provide visitors with food, gasoline and lodging options. **These arteries connect Council Bluffs to its primary and secondary markets.**

The promotion of Council Bluffs' natural resources, recreational activities, and entertainment facilities can help establish a prospering tourism trade. By **marketing the community at strategic locations** throughout the State as well as in key publications, the casual traveler can become aware of the opportunities and features of Council Bluffs. In addition, the active promotion of conventions by the existing hospitality industry and the Convention Visitors Bureau will increase awareness and perception of the community.

The present day entrances to the City do not appear inviting to visitors. The creation of a welcoming gateway or information center is needed for friendly and efficient information for a traveler's destination. The current efforts to alleviate the gateway and signage problems should be continued into the future.

3. Public Relations and Image

The continuous promotion of Council Bluffs to both the visitor and potential businesses is a key element to successful economic development. In essence, the promotion of the City through professional public relations activities will enhance the image of Council Bluffs.

Through the use of monthly open forum meetings, citizens of Council Bluffs would be encouraged to participate and voice their opinions. This type of open communication should address the image and perception of the community.

As the City and Convention Visitors Bureau continue to promote the community to potential businesses and visitors, updated and upgraded publications are needed for direct mailings, visitor packets and brochure stands. In addition to written material, a visitors team which is knowledgeable of the community could be organized as an asset to assist visitors as well as potential businesses, that have questions about Council Bluffs.

ACTION STRATEGIES

The following economic development action strategies were prepared during the comprehensive planning process, in an effort to assist the City of Council Bluffs in the implementation of important economic development activities. These actions strategies are intended to be illustrative methods aimed at implementing the three elements which comprise the economic development plan.

Business Retention and Development

*** Revitalize Midlands Mall as a Business and Commerce Center.**

The vacant 350,000 square foot Midlands Mall facility located in the downtown, owned by Iowa Western Community College, must be continually considered for redevelopment for limited types of employers. Its location and the nature of its construction limit its possible uses. However, Council Bluffs is positioned to attract administrative offices and should focus on recruiting uses for this facility. With reinvestment into office facilities under the right conditions and terms, this building could be ideal for business, service companies or small to medium size company headquarters operations looking to locate in lower cost areas.

Upon completion of this activity, Council Bluffs should encourage the development of other areas of downtown as a business and commerce center. This effort should be directed at services, businesses, and selected retail and residential opportunities.

*** Council Bluffs should emphasize retention and expansion of existing industries in Council Bluffs.**

The success of local business has a direct impact on the ability to attract industry to Council Bluffs. It is important to continually survey existing business to determine the needs of business and industry. Council Bluffs should also emphasize promotion programs designed to retain existing business and industry.

*** The City should assist in marketing the community which is consistent with the target industry analysis prepared by the Economic Development Council.**

This includes focusing marketing efforts beyond the traditional manufacturing sectors to include the service producing sectors. Focusing recruiting efforts to smaller companies and divisions of large corporations. Further, marketing should be undertaken to specific industries outlined by the target industry analysis.

*** Focus public facility investments for economic development to existing industrial parks (Tract II and INRIP).**

Council Bluffs is in a position to add to the local industrial base with minimal infrastructure expenditures. This can occur by focusing investment to specific areas developed for industrial uses. Further, the City should limit the zoning of additional industrial land and the development of industrial parks. This could also be encouraged by limiting tax abatement and urban renewal powers for industrial development in Tract II, INRIP, and other established industrial areas.

*** Commercial leakages should be identified and marketed as part of economic development efforts.**

*** Council Bluffs should increase participation in regional economic development efforts.**

Council Bluffs should work toward additional cooperation and coordination in marketing and economic development efforts with other communities in the region.

*** The City should increase its efforts and funding of economic development.**

Although the City has been supportive of economic development efforts, more investment is necessary. This investment should take the form of a revolving loan fund aimed at matching state and federal assistance. Joint public and private investment should be explored as a method of coordinating and increasing local resources. Such a program would require the development of evaluation tools for projects seeking assistance. This should also include placing an emphasis on economic development projects which result in increasing the income and educational level of the community.

*** The City should continue to participate in the Economic Development Council's marketing and development efforts.**

Limited resources requires coordinated economic development efforts. Involving groups and organizations participating in economic development. Through cooperation and coordination, a clear organization structure will be established. Although the city should be a participant in this process, the private sector through existing organizations should lead economic development efforts.

*** The City should support the implementation of the Council Bluffs 2000 initiative.**

Tourism and Conventions

*** Develop the Western Historic Trails Center by the National Park Service.**

The Trails Center will strengthen the community's image and should encourage visitors to spend time in Council Bluffs. The City should build upon the trails center by linking the facility with a trails system, recreational attractions, and other tourist attractions.

*** The City will support efforts to establish a convention center and coordinate focus on a tourism network.**

*** Encourage the development of a mid-size convention facility.**

*** The City will support tourism and promote efforts of local agencies and groups.**

Public Relations and Image

*** Improve the image of Council Bluffs by first reducing the community's negative attitude toward itself.**

Internal marketing efforts should focus on efforts to address the community's negative attitudes regarding development and image. This could be implemented by an image building campaign based on community assets. The image the community has of itself must be addressed prior to successful external marketing.

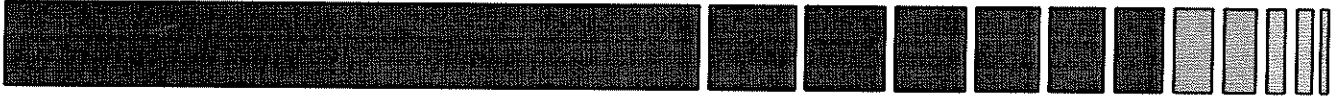
*** The City should communicate and promote the success of its development efforts.**

Given the fact that Council Bluffs is located in the Omaha media market, extra effort is necessary to promote positive development efforts. The City must take every opportunity to communicate and promote success. Increasing relationships with the local media, issuing press releases, and conducting press conferences are all methods which should be utilized.

*** Through the capital improvements program, the City should establish an annual program of targeted community improvement projects.**

These projects should be self-contained, cost efficient, small projects that produce short-term accomplishments. Emphasis should be placed on community involvement and at highly visible locations.

Plan Maintenance & Implementation



CHAPTER 9

PLAN MAINTENANCE AND IMPLEMENTATION

INTRODUCTION

Pertinent to the successful delivery of planning activities is a clear understanding of the comprehensive plan's maintenance and implementation mechanisms. This chapter of the comprehensive plan recommends maintenance and implementation procedures most appropriate for Council Bluffs. A broad range of development policies and programs will be needed to implement this plan. Although many of these policies and programs are in place, a number of goals and policies included in this plan call for the development of new implementation policies and programs. Included in this chapter is a discussion of development regulations, public capital investments, public programs and initiatives, private and non-profit investment, and plan review amendment procedures. Also included in this chapter is a listing of goals and policies and action strategies aimed at implementation of the recommendations herein.

GOALS AND POLICIES

Goal 1 - Maintain and utilize the comprehensive plan as the primary tool for making community decisions regarding the physical development of the city and its respective planning jurisdiction.

Policies:

- 1.1 Establish a review process for the comprehensive plan and associate regulations.
- 1.2 Deliver public and private sector resources to invest in proposed community and economic development activities.

EXISTING PLAN IMPLEMENTATION

The most important aspect of a good planning program is implementation. Unfortunately implementation is often the least discussed issue in the comprehensive planning process. Like many communities, Council Bluffs has not been immune from this problem.

The success of the City in implementing previous comprehensive plans has been limited. The City has successfully tied the goals and policies of previous plans to development regulations, such as zoning and subdivision. Also, the City has attempted to link public programs and initiatives to established goals and policies. However, an insufficient relationship exists between the comprehensive plan and the City's five-year capital improvement program. This has occurred for several reasons. First, historically Council Bluffs has suffered from insufficient resources. This lack of resources effectively limited the City to only correcting immediate public facility problems. The second reason has been a lack of understanding concerning the relationship between long range planning and a capital improvement program. As a short range document, the capital improvement program should rely on the comprehensive plan for long range perspectives. Establishing a relationship between these two documents will be required for many of the goals and policies outlined by this plan.

MAINTENANCE AND IMPLEMENTATION PLAN

A series of programs implemented through coordinated citizen participation should be applied to meet the needs and address the development issues identified in this plan. These fall into five areas described below.

1. Development Regulations

The implementation process of the Council Bluffs land use plan involves three distinct stages. The **first** is the design, both graphic and narrative, of future land uses. This documentation is included in this comprehensive plan. **Secondly**, the City Council and City Planning Commission must officially adopt procedures to monitor the various land uses within their jurisdiction. This includes the review of community land uses by members of the City Planning Commission as new development occurs. The **third** stage consists of the design and implementation of land use regulations to ensure the proper implementation of the plan. The primary regulations utilized to review these developments are zoning and subdivision ordinances.

The right to implement zoning and subdivision ordinances is a power given local municipalities through the state enabling legislation under police power. Police power is based on the promotion of the health, safety and general welfare of the people and their environs. Zoning plays an important role in the comprehensive planning process. If properly implemented, a zoning ordinance can be used to achieve several objectives, including: (1) directing the growth of the community in accordance with a comprehensive plan, (2) encouraging the most appropriate use of community land, (3) preserving and protecting property values, and (4) providing adequate light and air and preventing overcrowding of land.

The current Council Bluffs Zoning Ordinance governs land use development within the corporate limits only, and not the community's two-mile planning jurisdiction. The latter is the responsibility of Pottawattamie County. However, the City administers the subdivision regulations within the planning jurisdiction.

Traditionally, the zoning and subdivision ordinances have played a major role in implementing the goals and policies of the comprehensive plan. However, these goals and policies cannot be effective unless implemented with compatible capital improvements programming and other public and private development investments.

It is recommended, that the goals and objectives of this plan be implemented over time. It is not desirable to attempt to achieve all of the land use objectives proposed in the plan within the first years after its adoption. This applies to improvements and developments made by both the public and private sectors. By spreading growth and development proposals throughout the planning period, public and private investors maximize benefits. Zoning changes should be made in a phased manner to achieve the overall goals of the plan. All zoning change requests should be evaluated thoroughly, similar to the process for evaluating proposals which may require a comprehensive plan amendment.

2. Public Capital Investments

Local public capital investments can greatly influence both the preservation and growth of a community. Council Bluffs must continue its efforts to improve and develop a modern infrastructure, including streets, water, and sewer. Also required of the community will be the allocation of resources for such public facilities as

schools, hospitals, libraries and other public or semi-public buildings and programs. The public capital investment process must be sensitive to the affordability level of the community, while cognizant of the fact that public dollars will need to be secured if community stability and growth are to occur.

A capital improvement program is the common vehicle to ensure public investment. The program should detail the specifics of how revenues will be raised as well as the overall allocation of dollars for the public need. The presence of need will always be higher than the resources available, so the proper, most wanted and needed activities must be selected for the capital improvements program. The fear of allocating public funds for the development of necessary infrastructure and facilities can be tempered if the public is brought into the capital improvements planning process. Schedule public discussions of needs and resources to provide the community with a better understanding of the difficulties in weighing the costs and benefits of specific actions. The most appropriate capital improvement program is one which contains at least a five year funding plan. This gives the municipality some flexibility as to which planned public projects will have implementation priority.

To achieve the goals and objectives in this comprehensive plan, a number of public improvements will be necessary or desirable. Public investment, guided by capital improvements programming, should promote development and redevelopment. The highest priority should be given to existing infrastructure systems and redevelopment. By supporting redevelopment and the expansion of necessary streets, utilities, and other public improvements, the City can build a solid foundation for growth. However, capital in support of growth opportunities will also be required for the full implementation of this plan.

3. Programs and Initiatives

Many public objectives can only be met through the expenditure of public funds. Achieving these objectives should lead to more efficient use of both public and private resources. However, there are limitations on the availability of such funds, both in total and for earmarked purposes. If the goals and policies of this plan are to be achieved, a wide variety of funding sources must be developed and utilized. These sources must not only provide sufficient funds to accomplish the objectives intended, but they should be tapped in ways that are as equitable as possible in balancing costs against benefits received.

Some areas in which special funding may be required are:

- in the assemblage of land for redevelopment;
- in the provision of parking, landscaping, park and pedestrian areas, and other amenities in older neighborhoods and business districts;
- in the development of housing for low and moderate income families, the elderly, and the handicapped;
- in the rehabilitation of older historic properties;
- in the extension of public infrastructure to accommodate new development; and
- in the promotion of economic development and job creation.

The City will need to produce incentives comprised of programs of "public intervention" to increase the private sector's investment in Council Bluffs. Programs of public intervention, joint public/private investment, the use of state and federal funds to leverage private dollars, tax increment financing and property tax abatement are some of the methods available to the City.

4. Private and Non-Profit Investment

Private capital financing will need to provide the majority of funding called for by this plan. Broad public support and involvement are prerequisites to the development and use of virtually any implementation policy or program. If adequate support is to be developed, a vigorous and continuing program of discussion, education, and participation must be carried on. Moreover, people who are in a position to understand the needs of the community and ways of meeting those needs must take the initiative to stimulate the interest and the understanding to assure that support and action are developed.

To insure private investment, the City of Council Bluffs must develop a process to promote the future of the

community. This starts with the private sector's understanding and support for the comprehensive plan. Partnerships must to be created between the City and the private sector. These public-private partnerships can range from increased private sector representation on city commissions and advisory groups to working with local organizations such as the chamber of commerce or the economic development council, to accomplish specific goals.

Council Bluffs is projected to have a one percent annual increase in population during the planning period. If achieved, this 10 year period will produce an increase of **5,640 persons** or an estimated 2,800 families in the area. This increase along with the existing population, will require appropriate housing, schools, health care facilities and infrastructure. To accomplish this, the private sector in Council Bluffs will need to be a major player.

5. Action Strategies

The following action strategies were identified during the Council Bluffs planning process, to provide guidance in the overall maintenance and implementation of this comprehensive plan.

- Include a participatory process to annually review this plan by reconvening the City's community congress and by involving neighborhood organizations.
- Employ the goals, policies and action strategies set forth in this comprehensive plan for recommendations regarding development in the community.
- Develop an amendment process to the comprehensive plan to accommodate changing development patterns.
- Create City/County relationships concerning this plan.
- Maintain a capital improvement program to aid in financing plan activities.

- Support programs of public intervention to blend with private capital.
- Actively pursue state and federal funds to assist in financing plan activities.

REVIEW AND AMENDMENT

This plan should under go continual review. When an amendment is being considered the following procedures shall be used.

1. Impact Analysis and Review

If a comprehensive plan is to have any value, methods must be devised to make sure that actions and decisions conform to and do not detract from the plan. Every significant proposal that requires action by the City Planning Commission or the City Council should be accompanied by an evaluation of its potential to implement the comprehensive plan. This evaluation can be quite simple in situations where the impact is minimal, amounting to no more than a brief indication of whether the comprehensive plan provides directions and whether or not the proposal conforms with the plan. Where a requested proposal is inconsistent with the land use plan, however, or is a comprehensive proposal affecting the overall plan, additional review procedures are necessary.

Land Use Proposals - Interpretation of the plan should not be based on excerpted analysis. Interpretation of the plan should be composed of continuous and related analysis, with references to the goals and policies. Moreover, when considering a proposed development, interpretation of the plan should include a thorough review of all sections of the plan. If a development proposal is not consistently supported by the plan, consideration should be given to regulating modifications to the proposal, or using the following criteria to determine if a comprehensive plan amendment is justified:

- the character of the adjacent neighborhood;
- the zoning and uses of nearby properties;

- the suitability of the property for the uses allowed under the current zoning designation;
- the type and extent of impact on adjacent properties, or the community at large;
- the impact of the proposal on public utilities and facilities;
- the length of time that the subject and adjacent properties have been utilized for their current uses;
- the benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not approved;
- comparisons between the existing plan and the proposed change regarding the relative conformance to the goals and policies; and
- consideration of professional staff recommendations.

Comprehensive Proposals - In more comprehensive proposals (such as a capital improvements program, a new zoning ordinance or maps, or a subarea plan), a more extensive evaluation may be required to identify potential revisions to the proposal or to the comprehensive plan. The Director of Community Development's report on such a proposal should include an evaluation which includes the following:

- description of the proposal;
- identification of elements of the plan affected by the proposal;
- evaluation of the effects of the proposal on the comprehensive plan, by element (such as goals and policies, land use, or public facilities and infrastructure). If the proposal supports the plan, the evaluation should so indicate, but if it conflicts, then should be identified; and

identification of adjustments to the plan or the proposal which would reduce any noted conflicts or negative impacts. If adjustments to the plan are proposed, they should be undertaken and adopted per the comprehensive plan amendment process before final action is taken on the comprehensive proposal.

2. Annual Review of the Plan

After adoption of the comprehensive plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies of the plan. Each year after adoption of the plan, a report should be prepared by the Director of Community Development and transmitted to the City Planning Commission, which provides information and recommendations as to whether the comprehensive plan is current and still valid for guiding long-term growth in the community. The Planning Commission is to hold a public hearing on this report in order to identify any changes in the status of projects called for in the plan, bring forth any issues, or identify any changes in conditions which may impact the validity of the Plan. If the Commission finds that policy issues or major changes in basic assumptions or conditions have arisen which could necessitate revisions to the plan, they should recommend further study of those changes. This process may lead to proposals for amending the plan which would be processed as per the procedures in the next section.

The first annual review should also include an outline of elements of an implementation program which would be undertaken. Such implementation activities might include: development and adoption of zoning adjustments or other implementation measures, development of area studies and more refined plans, plans and programs for implementation of specific projects, or the identification of new funding sources or techniques.

3. Plan Amendment

Proposed comprehensive plan amendments which are a product of the annual review process or which may be suggested by individuals are encouraged to be compiled and reviewed once a year. By reviewing all proposed amendments at one time, the effects of each proposal can be evaluated for impacts on other proposals and all

proposals can be reviewed for their net impact on the comprehensive plan. If major, new, innovative development opportunities arise which impact several elements of the plan and which are determined to be of importance to Council Bluffs, a plan amendment may be proposed and considered separate from the annual review of other proposed plan amendments. The Director of Community Development shall determine if separate review is justified and prepare a report providing pertinent information on the proposal. This will include a recommended action on the proposed amendment. The plan amendment process should adhere to the adoption process utilized in the preparation and adoption of the plan.

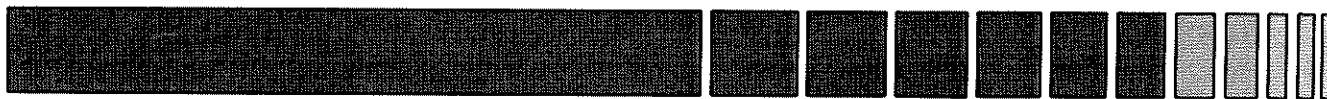
4. Plan Update

The next comprehensive plan update should be initiated when pertinent 2000 census data on population and housing are available for the City. The next update process could be a comprehensive review, including forecasts to a new target year, analysis of alternate land use plans, and possible evaluation of alternate formats for the plan. The annual review, as specified above, will accommodate any necessary revisions to the plan which may arise during the years prior to the next update.

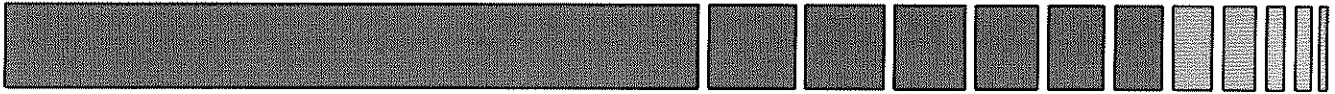
CONCLUSION

The goals, policies, and specific action strategies contained in this comprehensive plan are very challenging ones. They are worthy of a community which is concerned with broad concepts of growth, conservation, equity, and quality of life. Continued discussion is necessary to achieve these goals and policies. Implementation requires substantial dedication and commitment by both the public and private sectors. Specific actions to be accomplished during the short and mid-range future must be identified so that the City's financial, human and leadership resources can be directed toward their achievement.

Appendix



Citizen Participation Process



THE CITIZEN PARTICIPATION PROCESS

INTRODUCTION

The Council Bluffs Comprehensive Plan is comprised of both quantitative and qualitative research. The **qualitative research** included a comprehensive citizen participation process in which the opinions and input from 1,000 to 1,100 Council Bluffs citizens were gathered. Planning for a community's future is most effective, as well as accurate, when it includes the input from as many of the community's citizens as possible. The citizen participation also gave insight into the statistical data, and provided a medium for citizens to express their values, community identity, priorities and opinions. Throughout the planning process information was received from the City Planning Commission, Planning Steering Committee, interviews with key community leaders, presentations to and input from special interest groups, Council Bluffs Community Survey, Community Congress and neighborhood meetings.

COMMUNITY MEETINGS

As a result of the citizen participation process utilized above, the Steering Committee formulated a list of key issues in Council Bluffs. The following is a summary of the key issues by subject, which became the foundation for the community's goals, policies, and action strategies.

1. Housing

A primary concern by citizens regarding **housing was the lack of housing** at all levels. In particular, entry level single family housing and rental units were identified as the most needed types of affordable housing for large families, persons with disabilities, and the elderly in need of minimal services. The poor condition of housing and lack of code enforcement were identified as barriers to safe and decent housing in Council Bluffs. Also of concern is the lack of rental and owner-occupied housing in Council Bluffs.

2. Community Development

The goal of community development efforts is to maintain and improve the quality of life in Council Bluffs. Although cooperation between various agencies working on community development was good, it was felt there needed to be increased coordination in community development efforts. Several strategies were identified to improve community development in Council Bluffs. One strategy would be to form more private/public partnerships. The community has several urban renewal districts and is encouraged to continue with temporary tax abatements as an incentive to development. Increasing the tax base for the long term was identified as a primary goal in Council Bluffs. Omaha was recognized as competition for business and community investments and as a potential market for Council Bluffs. Focusing on the rich history of Council Bluffs was seen as one method of increasing the Council Bluffs market in the metro area. Developing a better sense of **community identity** and **self image** were also important to successful community development.

3. Neighborhood Revitalization

In general, it was determined the lack of neighborhood organizations and lack of general interest from the grass roots citizenry hinders neighborhood revitalization efforts in the City of Council Bluffs. Neighborhood organizations should be formed. Their input and influence would greatly assist in redevelopment efforts.

4. Land Use

Much of the input on land use reflected a need to reassess the 1977 and 1984 Council Bluffs Comprehensive Plan existing land use and associated City (land use) policies. Areas to be addressed included the following:

- *defining city policy on annexation;
- *non-conforming land use and land uses in general within the downtown area;
- *coordinate land uses with infrastructure;
- *defining a direction of growth;
- *providing infrastructure to areas within the city that currently have infrastructure, due to cost;
- *limiting investment in areas of transition;
- *improving community entrances and community image in general;
- *preserving of the Loess Hills (bluffs).

These key land use issues were further studied, analyzed and taken into consideration in the formulation of the **future land use plan** and related components of the comprehensive plan.

5. Zoning

The majority of input on zoning identified a need to update the zoning ordinance due to non-functional and outdated zoning classifications. A strategy suggested was to have zoning allow residential estate, or large lot development in the Loess Hills, where infrastructure costs prohibit of high density development. Limiting development of the Loess Hills to low density development would also serve to preserve the bluffs environs. Other zoning needs identified included alleviating spot zoning practices, defining appropriate zoning in transitional areas, and improving coordination between the City and County on zoning issues.

6. Wastewater System

Input received on the wastewater system indicated there is a need to reassess the wastewater system. Improvements to the wastewater treatment plant will be needed due

to the existing treatment plant being near capacity. The age and maintenance of the existing sanitary sewer mains was also a concern in this age of increasingly stringent State and Federal regulations and standards for wastewater treatment. It was suggested, the lift station system be evaluated to determine if the system can be optimized. Future development in areas where gravity sewer can readily be extended should be encouraged to avoid the cost of putting in lift stations. An interceptor sewer study is recommended to assess the expansion of sewer services to new areas of development. Forming a revolving sewer fund, establishing criteria for future septic systems, and setting connection fees were also among the issues discussed.

7. Water System

Overall, the age of the water system and associated infrastructure, including the water treatment plant, water storage and mains was a concern. The effective operation and maintenance of these aging facilities is becoming increasingly difficult in the face of new water regulations and standards.

Environmental and safety concerns were also voiced regarding the effect of new wells on the aquifer supply and the need to eliminate cement-asbestos pipe. Future recommendations included the following:

- * Regulate development of private water systems;
- * Coordinate City growth with extensions of public works services;
- * Expand fire protection capacity with future growth; and
- * Expand future water system capacity for increasing industrial growth.

8. Transportation

It is recommended that the City of Council Bluffs develop a **master transportation plan**. Items to be explored in the plan should include studying traffic problem areas including West Broadway congestion, motor vehicle conflicts with railroad movements, alternative modes of transportation and budgeting for road maintenance and reconstruction. Traffic impact studies should be required for all new major developments. The Planning Steering Committee also felt a CBD parking study should be conducted to review City parking policies. Pedestrian and bicycle paths were a high community priority. Development at a **trail master plan** for the purpose of establishing a network of linear parks was recommended as a first step towards pursuing this priority.

9. Drainage

A **comprehensive study on drainage was recommended to assess the storm sewer system**. There is a need for increased storm drainage standards which would minimize soil erosion and control storm water runoff. Other needs identified included separating combined sewers and evaluating stormwater pumping stations. In the area of flood control, it was the consensus there is a need to update and review current FEMA maps. It was also determined there is a need to conduct a flood study on particular tributaries, update levels and have relief sewers. Future recommendations included setting up stormwater utility district(s) and formulating a **stormwater management plan for Council Bluffs**.

10. Parks and Recreation

Due to limited funding resources, the City of Council Bluffs has concentrated most of its efforts in the maintenance and upgrading of existing parks and facilities. The National Trails Center, trails, a sports complex with outdoor and indoor activities, and handicap accessibility at park and recreation areas were the primary needs listed.

11. Schools

Although some elementary schools have been renovated in the past two years, there is a need for additional renovations of schools. The lack of an elementary school in southeast Council Bluffs was a concern. There is a need to update the existing curriculum and facilities. Examples include providing and expanding computer usage and technology in schools, and improving handicap accessibility. It was also suggested the public schools, parks and recreation, library, etc., work together on mutual goals and coordinate their efforts.

12. Library

Input received on the library focused on the need for a new central library. The existing facility is outdated and is not accessible to persons with disabilities. Renovations to the existing facility maybe cost prohibitive. A failed library bond issue has prevented the City from constructing a new library. Increased education and awareness on the importance of a new library, coupled with possible changes in the proposed design and location of a library, were two strategies discussed to enable the library bond issue to pass in the future.

13. City Hall

Overall, the current City Hall facilities were deemed to be adequate for staff needs, throughout the planning period. However, handicap accessibility was still viewed as marginal.

14. Safety

A **primary concern with safety was the number of police officers to patrol the Council Bluffs streets**. The number of officers was a concern by the committee. Increased problems of youth involvement with alcohol, crime and gang related activities is also a concern.

15. Fire Protection / Rescue Squad

The primary needs identified regarding fire protection included maintaining the level of fire protection and rescuer services. Also the development of a new fire department facility in southeast Council Bluffs was expressed as a need. Cross-training fire fighters to perform other functions was a suggested strategy to increasing the efficiency and effectiveness of the Fire Department. A money set aside fund was also recommended to pay for future equipment replacement.

16. Public Works

Input received on public works revealed a need for road maintenance, satellite sites and better communication between the various government agencies involved with public works projects.

17. Health Care

Maintaining and expanding health care services and facilities were deemed vital to Council Bluffs. In particular, there is a need to maintain existing human services. The Planning Steering Committee felt cooperation, as opposed to competition, between hospitals would assist in providing optimum health care services in the most efficient manner as possible.

18. Child Care

There is a need to provide more comprehensive child care services in Council Bluffs. There are gaps in the availability and access to child care. Persons with incomes between low and moderate income levels, are neither eligible for federal assistance nor can they afford day care privately. More support is needed from employers to provide day care and parenting classes.

19. Special Needs

The various special needs identified include:

- * Assistance for elderly persons who do not have the financial capability to support themselves and do not qualify for federal assistance;
- * Enforcement to prevent persons without disabilities from parking in handicap parking spaces; and
- * Need a homeless shelter for single males.

COMMUNITY SURVEY

In February, 1993, the Council Bluffs Community Survey was published in the local newspaper. Council Bluffs citizens were requested to complete and return the survey to one of several drop off points within the community. There were 905 survey responses, of which 725 of the residents had lived in Council Bluffs over 15 years. The average number of persons per household was 2.54. The respondents were asked to rate various community services as to whether they were "excellent," "adequate," or "in need of improvement." The top three items most needing of improvements ranked in order of priority was as follows:

- * Employment opportunities;
- * Attractiveness of the City;
- * Condition of streets.

The three services with the highest quality ranking in order of priority were:

- * Garbage collection;
- * Fire protection;
- * Local health and hospital services.

There was strong support for commercial / retail uses and office / professional uses in the downtown area. Streets were a high public works priority, investment in police was a high public safety priority and neighborhood parks / playground was the highest parks and recreation priority. The majority of respondents felt there was a lack of single family, rental and affordable housing.

Two-thirds of the respondents were open to using public funds to promote development. Almost two-thirds of those surveyed felt the creation of neighborhood organizations would enhance development in Council Bluffs. Housing alternatives and transportation were the most valued services for the elderly and persons with disabilities. The cost of quality day care was the highest day care concern.

Overall, the Council Bluffs citizens liked the friendliness, small town atmosphere and proximity to a large metropolitan area.

The image and appearance of Council Bluffs, the lack of vitality in the downtown area and a lack of economic opportunities were the most frequently listed concerns by the citizens.